DOCUMENT RESUME

ED 311 188 CE 053 032

AUTHOR Knox, Alan B.; And Others
TITLE World Perspective Case Descriptions on Educational Programs for Adults: U.S.A.
SPONS AGENCY Kellogg Foundation, Battle Creek, Mich.
PUB DATE Aug 89
NOTE 281p.; This series includes thirty-two documents (CE 053-003-034) covering Argentina to Yugoslavia. The first 78 pages of each document are identical introductory matter. Subsequent pages exhibit a variety of legibility problems.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC12 Plus Postage.
DESCRIPTORS Adult Basic Education; *Adult Education; Adult Programs; Alcoholism; Case Studies; Citizen Participation; *Correspondence Study; *Extension Education; Higher Education; *Library Extension; Literacy Education; Local Government; Refugees; Staff Development; Stress Management
IDENTIFIERS *United States

ABSTRACT

These 13 case descriptions of adult education programs in the United States are part of a set that reflects a cooperative effort by adult educators to increase international understanding of various educational programs for adults in their societal context. A face sheet for each program provides this information: name, organization, and address of the person who prepared the case description; program name or title; type of program; type of organization with which the case program is associated; and basic characteristics of service. The 13 case descriptions are Agricultural Extension (Knox); Cooperative Extension System (Rivera); National Issues Forum (Knox); Educational Programs for Local Government Officials in Illinois (Kozoll, Lauts, Schweitzer); YWCA Refugee Program (Knox); Indiana University Independent Study by Correspondence Program (Di Silvestro); Adult Basic Education (Knox); Alcoholics Anonymous (Knox); Continuing Medical Education (Pearson, Cervero); Credit Union Staff Development (Knox); Libraries and Literacy--Tulsa (Johnson); Libraries and Literacy--Weirton (Johnson); and Helping Stock Brokers Cope with Stress (Knox). In addition to the case descriptions, this document includes information on the World Perspective case study project as well as indexes of all cases by country and by category. (YLB)

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ED311188

WORLD PERSPECTIVE CASE DESCRIPTIONS ON EDUCATIONAL PROGRAMS FOR ADULTS: U.S.A.

AUGUST 1989

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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Guidelines for Contributors

August, 1989

WORLD PERSPECTIVE CASE DESCRIPTIONS OF EDUCATIONAL PROGRAMS FOR ADULTS

PREFACE

This set of case descriptions reflects an inspiring cooperative effort by adult educators in many countries to increase international understanding of various educational programs for adults in their societal context. The benefits from reading these case descriptions result from the contributions of case coordinators and authors who arranged for and prepared the descriptions included in the set.

Cooperating case coordinators contributed in several important ways. In addition to sometimes writing one or more case descriptions, coordinators arranged for case authors. The selection of program areas and case authors reflects the case coordinators' professional judgment based on familiarity with educational programs for adults in their country. The list of names and addresses of case coordinators for each country is noted on green paper following the Table of Contents.

The names and addresses of case authors are on the face sheet that precedes each case description. Each case description is unedited and unchanged, in the form that the author submitted it. The few case descriptions that were translated into English are so noted.

As an aid to comparative analysis, each case coordinator was sent a set of guidelines, to be shared with case authors as they prepared their case descriptions. At the start of the project, active case coordinators received draft guidelines and their comments were used to revise the guidelines used in the project. These guidelines are included at the end of the set of cases and are printed on blue paper. Many authors were very conscientious in following

the guidelines. Even those case descriptions that depart from the suggested format contain useful information about the program.

Each case coordinator who submitted case descriptions has been sent a complete set. This international set of cases can be useful for comparative analysis in several ways. Some coordinators have indicated their intent to contact coordinators in other countries, to collaborate on cross national analysis for specific programs. Within a country, these may be colleagues and students who would like to conduct comparative analysis studies. In at least four countries, all of the case descriptions for that country are being disseminated to interested adult educators in the country.

Arrangements have been made to send a complete set of case descriptions that have been received by the end of the project late in 1988, to the ERIC Clearinghouse on Adult, Career, and Vocational Education at Ohio State University, USA, so that print or microfiche copies can be obtained by anyone interested. All cases from each country have been grouped together as a set on one ERIC document and the set was given an ED number. Therefore, you or other people can purchase microfiche or paper copies of the set for any country in the World Perspective series. For a list of ED numbers and prices for each of the sets, write to the ERIC Clearinghouse on Adult, Career, and Vocational Education, 1960 Kenny road, Columbus, Ohio 43210-1090, USA, ATTN: World Perspective Case Descriptions of Educational Programs for Adults. In response, a listing and order form will be sent.

Many people and organizations have helped with this largely volunteer project, in addition to the fundamental contributions by the case coordinators and authors. Support from the W. K. Kellogg Foundation made feasible many logistical arrangements including duplicating and postage. Many people prominent in adult education internationally were generous with advice and suggestions concerning potential case coordinators. The International Council

for Adult Education provides a vehicle for continued contact among all of us interested in cross national adult education research and understanding.

ACCESSING THE CASE MATERIAL

The organization of this great stack of cases is intended to facilitate their use. (The case coordinators now know why a paperweight was selected as a form of recognition.)

The Table of Contents (which is on pink paper following this Preface) is sequenced by country in alphabetical order by category, as are the full set of cases. Reviewing all cases from a country is easy because they are grouped together. The cases are on three hole paper for ease in grouping and adding more cases.

The numbering of cases is as follows. The first (or two digit) number designates the country (Australia is 2, Ireland is 22, etc.) and a list of country codes follows (missing numbers in the sequence are for countries from which cases have not yet been received).

1 - Argentina
2 - Australia
4 - Cameroon
5 - Canada
6 - China
7 - Chile
9 - Czechoslovakia
13 - Finland
15 - Germany, Federal Republic
16 - Ghana
17 - Greece
19 - Hong Kong
20 - Hungary
21 - India
22 - Ireland
23 - Israel
24 - Italy
23 - Israel
24 - Italy
25 - Japan
26 - Korea, Demo. People's Republic
29 - Netherlands
30 - Nigeria
31 - Norway
33 - Portugal
34 - Saudi Arabia
35 - St. Lucia
36 - Sweden
37 - Switzerland
38 - Tanzania
40 - United Kingdom
41 - United States
42 - Union of Soviet Socialist Republics
45 - Yugoslavia

Following the country code, each case has been given an alphabetic code (A,B,C,etc.) to distinguish that case from the others. A slash "/" follows the alphabetic code. Following the "/" is the pagination with the first page

consisting of the Face Sheet that authors were asked to complete. The coded pagination is on the lower right hand corner of each sheet of paper.

Following the Table of Contents, is an Index (on blue paper) organized by Category of Case. This allows readers interested only in cases in a specific category (such as Literacy or Citizen) to easily locate them. Because some cases are indexed in several categories, they are cross indexed for all categories that apply. The categories and criteria for determining the category follows. Because authors usually selected the category(ies) for their case and may not be consistent across all cases, it may be desirable to consult several pertinent categories.

A. LITERACY - Functional literacy and adult basic education programs (as defined in each nation) with special attention to literacy campaigns, local community groups, role of schools and efforts to include types of adults often neglected, such as prisoners.

B. AGRICULTURE - Extension programs to help farmers and peasants improve productivity (subsistence and cash) and quality of rural life with special attention to efforts by local community groups, ministry of agriculture and agricultural schools and colleges.

C. WORKERS - Educational programs to increase productivity and job change of all types of urban business and industry workers (aside from professionals), with special attention to efforts by enterprises, employers workers universities, labor unions, and trade associations.

D. PROFESSIONAL, TECHNICAL - All types of professional development and in-service programs for people in scientific and technical occupations such as engineering, and medicine, with special attention to efforts by universities, professional associations, and enterprises (factories, hospitals).

E. PROFESSIONAL, OTHER - Continuing professional education activities for any other types of occupations, that tend to be less influenced by new research findings (such as law, social work, teaching).

F. SECONDARY - Part-time secondary school completion programs, with special attention to efforts by schools and ministry of education.

G. HIGHER - Part-time or short term college and university completion programs for working adults, with attention to ministry of education and higher education institutions. In some nations this category may include part-time pursuit of formal credit and degree programs.

H. HEALTH - Preventative and curative health education programs for adults in urban or rural areas, with attention to efforts by ministry of health and local hospitals and clinics.

I. FAMILY - Family life and home economics education (including food preparation, nutrition, child development, and family relations), with attention to local providers.

J. PERSONAL - All types of educational activities related to leisure time, hobbies, arts, cultural affairs, personal enrichment, and general education, with attention to efforts by ministry of culture, and local libraries and museums.

K. CITIZEN - Educational activities related to community and organizational leadership and problem solving to enable adults to become more informed and participating citizens at local or wider levels to reform or sustain government, with attention to government, educational institutions, and voluntary associations. This may include international issues.

L. DISADVANTAGED - Special or compensatory educational programs for adults who are in hard to reach populations such as people with handicaps or a history of discrimination.

M. OTHER - Any other type of educational program for adults that is important in your nation, for which someone will prepare a case description, such as adult religious education or other examples.

(NOTE: Some important programs combine several categories. For example, in Latin America, popular education may include program emphases from categories A, B, C, K).

OVERVIEW OF AE IN COUNTRY OR REGION

The cooperation and exchange already evidenced in the preparation of this set of case descriptions, combined with the plans for analysis and continued colleagueship, suggests a great potential for ongoing sharing and international understanding. We hope to hear from you.

Alan B. Knox
Dusan Savicevic

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CASE DESCRIPTIONS - BY COUNTRY

CODE/ PAGE NO.	COUNTRY	CATEGORY	TITLE	AUTHOR
*1A/1-8	ARGENTINA	Overview	Adult Education in Latin America	Isabel Hernandez
*1B/1-7		Disadvantaged	Education and Elders	Isabel Hernandez
2A/1-26	AUSTRALIA	Agriculture	Farm Manage. Home Study Program	Barry O'Neill
2B/1-10		Citizen	Increasing Citizen Participation in Local Government	Bob Holderness-Roddam
2C/1-11		Disadvantaged	School for Seniors	Olga Benham & Sue Vickers
2D/1-16		Disadvantaged	Community Living Project	Kath Bleechmore
2E/1-12		Disadvantaged	Learning for the Less Mobile	Judith Elsworth
2F/1-9		Disadvantaged	UNElearn Group Discuss. Correspond. Programme	Ned Iceton
2G/1-15		Disadvantaged	Women's Access Prog.	Helen Lanauze
2H/1-37		Disadvantaged	Aboriginal Vill. Comm.	Natascha McNamara
2J/1-12		Family	Marriage Enrichment	David Kerr
2K/1-22		Health	Women's Health--The Middle Years	Deirdre Degeling, Diane Bennett, Fran Everingham
2L/1-9		Higher	Preparatory Studies	Michael Crock & Caroline Cottman
2M/1-15		Leisure	Discussion Program--Council of Ad. Ed.	Joanne Lee Dow
2N/1-9		Leisure	CCE Community Education Program	Bettina Fiegel
2P/1-15		Literacy	NSW Board of Adult Ed.--Literacy	Rosie Wickert

*New cases received since March 1988.

CODE/ PAGE NO.	COUNTRY	CATEGORY	TITLE	AUTHOR
2Q/1-10	AUSTRALIA	Personal Citizen	Carringbush Library	Marian Letchen
2R/1-11		Professional, Other	Refresher Ed. for Company Directors	John Brady
2S/1-12		Professional, Other, Family Citizen	Social Developer's Network	Ned Iceton
2T/1-6		Professional, Other	Welcare Program	J. A. McDonell
2U/1-5		Professional, Tech.	CPE for Veterinarians	D. Bryden
2V/1-17		Professional, Tech.	Country Pediatric Program	Hank Duyverman
2W/1-27		Workers	Trade Union Postal Courses Scheme	Elizabeth Bluff
2X/1-11		Workers Literacy	Workplace Basic Ed. Project	Jude Newcombe, et al.
*2Y/1-2		Literacy	Adult Migrant Education	William McGrath
*2Z/1-11		Personal	Self-Help Adult Education: Univ. of the Third Age	Rick Swindell
4A/1-11	CAMEROON	Agriculture	AE Progs. in Cameroon	J. A. Nyemba
4B/1-18		Agriculture	Agriculture Univ. Center in Extension Program Implementation	J. A. Nyemba

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5A/1-10	CANADA	Citizen	Buchans Community Trans. Proj.	David Curran
5B/1-16		Citizen Workers	Canada Congress for Learning Opportunities for Women	Caroline A.Gaskin
5C/1-11		Health Workers	Health Line: Centre for Corp. Health Promotion	Dale I. Pratt
5D/1-8		Higher	Distance Ed. at U. Victoria	Margaret Haughey
5E/1-20		Literacy	Bathurst Heights Ad. Learning Centre	E. Elysee-Cohen
5F/1-10		Literacy	East End Literacy	Elaine Gaber-Katz
5G/1-45		Literacy	Learner-Centred Social Services Model of ABE	Patricia A.Rundle
5H/1-22		Other	Residential AE in Canada	Wenda Abel
5J/1-16		Professional, Tech.	Self Dir. Learning App. to the Training of Medical Doctors	Lynne McTaggart
5K/1-18		Professional, Tech.	CPE Program for Family Physicians	Penny A. Jennett
*5L/1-13		Literacy	International: Literacy and Development	James A. Draper
*7A/1-29	CHILE	Agriculture	Centro El Canelo De Nos	Patricio Donoso
*7B/1-12		Agriculture	Chile: An Experiment in Nonformal Education in Rural Areas	Marcela Gajardo
6A/1-18	CHINA	Overview	Chinese Adult Education--At Present and in Prospect	Dong Mingchuan & Zhu Zhongdan
6B/1-25		Overview	Aging Issue and Education for the Aged	Dong Mingchuan & Zhu Zhongdan

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*6C/1-6	CHINA	Overview	Adult Education in Beijing Municipality	Fu Youren
*6D/1-8		Higher	A University Without Campus	Lin Jun
*6E/1-9		Workers	A Survey of Beijing's Workers University Graduates	Liu Yongqian
*6F/1-40		Overview	Postsecondary Education in China	Dong Mingchuan
*9A/1-34	CZECHOSLOVAKIA	Overview Workers	Czechoslovakian Adult Education	Kamil Skoda
*9B/1-12		Other	House of Culture and Its Function in Adult Education	Pavel Hartl
13A/1-17	FINLAND	Other	Experimentation in Ad. Ed. Centers	Mirja Virtala
13B/1-4		Other	Beginning of Ad. Ed. Planning at the Municipal Level	Jorma Kauppinen
13C/1-6		Other	Experiments in Voc. Ad. Ed.	Lea Salminen
13D/1-10		Professional, Other	Developmental Work Research Project at Adult Ed. Center	Ilona Koskela
13E/1-6		Workers	Union History Project: Study Circles Doing Research	Jorma Kalela
13F/1-10		Workers	School for Teaching ADP	Markku Suortamo
13G/1-4		Workers	Instruction in Info. Technology	Kerttu Vepsalainen
13H/1-5		Workers	Role of Training in Changing a Work Organization	Anneli Pulkkis Veikko Teikari Matti Vartiainen

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15A/1-11	GERMANY, FED. REP.	Agriculture	Counseling Courses in Agriculture	Helmut Bugl Felicitas Fehrenbach-Neuman
15B/1-11		Citizen	State Center for Political Ed.	Siegfried Schiele
15C/1-19		Health Family Personal Other	Catholic Ed. Organ.	Peter Muller
15D/1-18		Health Family Personal	Adult Ed. Center	Gabriele Werner
15E/1-14		Personal Disadvantaged	Voc. & Social Integration for Turkish Women	Susanne Meyder
15F/1-15		Professional, Tech.	Professional Training for Med. Specialists	Hans E. Renschler
15G/1-13		Professional, Tech.	In-service Training at Busch	Peter Kilgenstein
15H/1-17		Professional, Other Higher Personal	Courses by Radio	Peter Schmoock
15J/1-17		Professional, Tech. Professional, Other Higher	CE Center at Univ. of Tubingen	Rainer Funke
15K/1-11		Secondary	Evening High School	H. Taigel

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15L/1-11	GERMANY, FED. REP.	Workers	Center for Cont. Voc. Training, Chamber of Industry & Trade	Nils Peter Esmann Franz Bihler
15M/1-15		Workers	Cont. Ed. in Training Companies	Michael Eisenmann
15N/1-17		Workers Professional, Tech.	Human Resource & Organ. Dev.	Colin A. Guthrie
*15P/1-11		Personal	Women's Museum-Wiesbaden	Kim Engels Beatrixe Klein
16A/1-9	GHANA	Professional, Other	Training Teachers by Distance Education Methods	Joe K. Ansere
16B/1-33		Workers	Multi-media Appr. to Effective Teaching	Eric A. Mensah
*17A/1-18	GREECE	Professional, Other	In-service Teachers Training in Greece	Michael Kassotakis
19A/1-6	HONG KONG	Literacy	Literacy Program	Grace Mak
*20A/1-19	HUNGARY	Personal	Protecting Our Environment	Mihaly Sari
*20B/1-33		Workers	Realities of Our Time	Matyas Durko
21A/1-33	INDIA	Literacy	Literacy Program	R. Jayagopal
21B/1-4		Literacy	Punjab Association	R. Jayagopal

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21C/1-6	INDIA	Workers	National Council for Hotel Management and Catering Technology	R. Jayagopal
*21D/1-4		Health Family Citizen	Hayden Hall: A Community Development Approach	Fr. E. P. Burns
22A/1-14	IRELAND	Agriculture	Certification in Farming	Michael Hassett
22B/1-10		Citizen Professional, Other	Training of Comm. Enter. Animateurs	Tom Collins
22C/1-16		Family	Family Life Education Premarriage	Liam McCarthy
22D/1-16		Family Other	Pontifical U. Dipl. in Family Life & Youth Ministry	Elizabeth Murphy
22E/1-13		Health	Extra-mural Studies in Drug & Alcohol Addiction	Mary Ellen McCann
22F/1-10		Professional, Other	Extra-mural Studies	Mary Kett
22G/1-13		Other	Maynooth Adult Daytime Education	(MADE)
22H/1-13		Other	Extra-mural Diplo. Course in Religious Studies	Sr.Benedict Rouine
22J/1-10		Higher Personal Other	Irish Language TV Program	John MacMahon
22K/1-11		Professional, Other	Extra-mural Studies in Basic Counseling	Muireann Conaty

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22L/1-24	IRELAND	Professional, Other	Intro. Course to Ed. Administra.	P. B. Diggins
22M/1-16		Professional, Other	Training Part-Time Ad. Ed. at Local Level	James Marsden
22N/1-14		Professional, Other	Natl. Police Officer CE & Training	P. J. Moran
22P/1-11		Professional, Other Health	Teacher Training Prog.-Health Ed.	Eugene Donoghue
22Q/1-12		Workers	Diploma in Manag. & Industrial Relations	John Ryan
23A/1-14	ISRAEL	Family Citizen	School for Parents, Teachers & Children in a Distressed Moshav	Eitan Israeli
*23B/1-6		Literacy	Comparative Analysis of Literacy Education	Rachel Tokatli
24A/1-11	ITALY	Citizen	Public and Library: A Plan for the Education of Adults	Paolo Federighi
24B/1-10		Citizen Other	Education Project of Molise: Creation of an Ad. Ed. System	Francesco Susi
24C/1-11		Citizen Personal Other	Center for Cont. Ed. in Bassano de Grappa	Gianna Maria Filippi
24D/1-11		Citizen Other	Education for Adults in the Earthquake Region of Basilicata	Francesco Susi

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24E/1-10	ITALY	Other	Adult Education in Bologna	Mario Ricci
24F/1-18		Overview	Educational Aims for the Year 2000: Adult Education for the City of Prato	Filippo M. DeSanctis
24G/1-11		Personal	Provincial Administration of Moderna	Vanna Tori
24H/1-6		Personal	University of the Third Age-Orvieto	Lucio del Corno
*24J/1-6		Personal Citizen	Mass Media and Adult Education in Sardenia	Fabio Masala
25A/1-32	JAPAN	Citizen	Ed. and the Integration of Community Services	Kazufusa Moro'oka
*25B/1-13		Leisure	Citizen's Learning Network	Miwa Toko
*25C/1-20		Higher	The Founding of a University for Senior Citizens	Takashi Fukuchi
26A/1-12	KOREA, DPR	Overview Workers	Overview	Nam Jin U
29A/1-17	NETHERLANDS	Literacy	Open School	Maatje Balde
29B/1-17		Literacy	Study House for Adults	Emmy Wilson
29C/1-18		Literacy	Dutch as a Foreign Language	Emmy Wilson
29D/1-20		Literacy Disadvantaged	Dutch as a Foreign Language	E. R. T. Zuidhoff

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29F/1-20		Professional, Other	Psycho-Geriatrics for Home Helps	Bea Oosting
29G/1-10		Professional, Other	In-service Occupational Training	R. Zuidhoff
29H/1-16		Professional, Tech.	Advanced Nursing Course	Henny Van Der Stel-Overdulve
29J/1-16		Professional, Tech.	Part-time Training - Sick Care	Henny Van Der Stel-Overdulve
29K/1-19		Professional, Tech.	In-Service Training - Basic General Nursing	Annette van den Berg-Ran
29L/1-19		Professional, Tech.	Part-time Course for Teachers of Nursing	Annette van den Berg-Ran
29M/1-13		Professional, Tech.	Improvements in Medical Practice	I. W. Dresscher
29N/1-9		Professional, Tech.	Practical Neurology	I. W. Dresscher
29P/1-23		Professional, Tech.	Medical Specialists	Bea Oosting
29Q/1-8		Workers	Occupational Retraining in Office Skills	Maatje Balde
*29R/1-28		Literacy	Language School for Refugees	E. Stark
*29S/1-17		Personal	Assertivity Course	G. Nijhof

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*29T/1-18	NETHERLANDS	Personal	Pre-Retirement Education	B. van Straalen-van Waard
*29U/1-20		Workers	Re-entry Course for Women in Construction Trades	R. de Ruiter
*29V/1-18		Workers	Management and Computer Education for Re-entry Women	E. Stark
*30A/1-50	NIGERIA	Literacy	Model Adult Literacy Classes	J. T. Okedara
*30B/1-43		Higher	Correspondence Education	J. T. Okedara
*30C/1-31		Higher	Remedial Education	J. T. Okedara
*30D/1-24		Health	Guinea Worm Eradication Program: Community Education in Nigeria	Clement N. Anyanwu
*30E/1-28		Professional, Other	Professional Continuing Education for Grade Two Teachers in Nigeria	C. A. Okedara
30F/1-20		Workers	Workers' Education in Nigeria	P. N. C. Ngwu
30G/1-40		Workers	Women Education in Oyo State, Nigeria	C. A. Okedara
31A/1-15	NORWAY	Professional, Other Higher	NKS School of Management (Correspondence School)	Tore Aksjoberg
*33A/1-35	PORTUGAL	Agriculture	Management Groups as a Method of Rural Extension	Alvaro Soares de Melo
*33B/1-27		Agriculture	Rural Extension Program Evaluation	Artur F.A.C. Cristovao
*35A/1-28	ST. LUCIA	Agriculture	Caribbean Agricultural Extension Program	Dunstan Campbell and Lorilee Sandmann

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34A/1-19	SAUDI ARABIA	Literacy	Illiteracy Eradication & Adult Education	Mohammed A. Al Rasheed, A. Al Sunbul
36A/1-8	SWEDEN	Literacy	Basic Education for Adults in Sweden	Per Olof Thang
36B/1-21		Higher	Distance Education at the Univ. Level	Birgitta Willen
36C/1-10		Secondary Overview	Perspective on Municipal Adult Ed.	Robert Hoghielm
36D/1-13		Workers	Corporate Classrooms	Kenneth Abrahamsson
36E/1-9		Workers	Labor Market Training in Sweden	Per Olof Thang
*36F/1-9		Citizen	Popular Education in Sweden	Lars Arvidsson
*37A/1-8	SWITZERLAND	Professional, Tech.	Formative Research in Swiss French Agric. Schools	Pierre Dominice Matthias Finger
38A/1-25	TANZANIA	Agriculture	Training for Rural Development	Aida Isinika
*40A/1-42	UNITED KINGDOM	Health	Heartbeat Wales	Donald Nutbeam
41A/1-7	U.S.A.	Agriculture	Coop. Ext. Service (Local)	Alan B. Knox
41A/8-30		Agriculture	Coop. Ext. Service (National)	William M. Rivera
41B/1-16		Citizen	Natl. Issues Forum	Alan B. Knox
41C/1-21		Citizen	Educational Programs for Government Officials	Harvey Schweitzer, Nancy Lauts, Charles Kozoll

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41D/1-9	U.S.A.	Disadvantaged	YWCA Refugee Program	Linda B. Knox
41E/1-15		Higher	Indiana U. Independent Study by Correspondence	Frank R.DiSilvestro
41F/1-25		Literacy	Adult Basic Education	Alan B. Knox
41G/1-13		Health	Alcoholics Anonymous	Alan B. Knox
41H/1-28		Professional, Tech.	Continuing Medical Education	Thomas G. Pearson & Ronald M. Cervero
41J/1-11		Workers	Credit Union Staff Development	Alan B. Knox
*41K/1-11		Literacy	Libraries and Literacy--Tulsa	Debra W. Johnson
*41M/1-11		Literacy	Libraries and Literacy--Weirton	Debra W. Johnson
*41N/1-7		Professional, Other	Helping Stock Brokers Cope with Stress	Alan B. Knox
42A/1-17	U.S.S.R.	Other	ZNANIE Society	Yuri Fishevski
42B/1-9		Professional, Tech.	Continuing Medical Education	F. Vartanian, D. Orlov E. Nazarova
45A/1-16	YUGOSLAVIA	Agriculture	Vet. Ed. in the Farming Population	Branko Rebesko
45B/1-15		Agriculture Professional, Other	Ext. Service & Its Role in Training Farmers-Slovenia	Robic Tone
45C/1-13		Family Health	Nutrition Education	Mara Rupena Osolnik

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45E/1-27		Literacy Professional, Other	Research Into and Training In Literacy	Dusan M. Savicevic
45F/1-10		Literacy Workers	Correlation of Primary & Work Oriented Profess. Ed. of Young People	Dusan M. Savicevic
45G/1-29		Workers	Dev. of Training in Sava, Kranj	Ema Pec
*45H/1-19		Workers	Self Management at Worker's Universities	Milka Oljaca

CASE DESCRIPTIONS - BY CATEGORY

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2A/1-26	Agriculture	AUSTRALIA	Farm Manage. Home Study Program	Barry O'Neill
4A/1-11	Agriculture	CAMEROON	AE Progs. in Cameroon	J. A. Nyemba
4B/1-18	Agriculture	CAMEROON	Agriculture Univ. Center in Extension Program Implementation	J. A. Nyemba
*7A/1-29	Agriculture	CHILE	Centro El Canelo De Nos	Patricio Donoso
*7B/1-12	Agriculture	CHILE	Chile: An Experiment in Nonformal Education in Rural Areas	Marcela Gajardo
15A/1-11	Agriculture	GERMANY	Counseling Courses in Agriculture	Helmut Bugl Felicitas Fehrenbach-Neuman
22A/1-14	Agriculture	IRELAND	Certification in Farming	Michael Hassett
*33A/1-35	Agriculture	PORTUGAL	Management Groups As A Method of Rural Extension	Alvaro Soares de Melo
*33B/1-27	Agriculture	PORTUGAL	Rural Extension Program Evaluation	Artur F.A.C. Cristovao
*35A/1-28	Agriculture	ST. LUCIA	Caribbean Agricultural Extension Program	Dunstan Campbell and Lorilee Sandmann
38A/1-25	Agriculture	TANZANIA	Training for Rural Development	Aida Isinika
41A/1-7	Agriculture	U.S.A.	Coop. Ext. Service (Local)	Alan B. Knox
41A/8-30	Agriculture	U.S.A.	Coop. Ext. Service (National)	William M. Rivera
45A/1-16	Agriculture	YUGOSLAVIA	Vet. Ed. in the Farming Population	Branko Rebesko

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45B/1-15	Agriculture Professional, Other	YUGOSLAVIA	Ext. Service & Its Role in Training Farmers-Slovenia	Robic Tone
2B/1-10	Citizen	AUSTRALIA	Increasing Citizen Participation in Local Government	Bob Holderness-Roddam
2Q/1-10	Personal Citizen	AUSTRALIA	Carringbush Library	Marian Letchen
2S/1-12	Professional Other, Family Citizen	AUSTRALIA	Social Developer's Network	Ned Iceton
5A/1-10	Citizen	CANADA	Buchans Community Trans. Proj.	David Curran
5B/1-16	Citizen Workers	CANADA	Canada Congress for Learning Opportunities for Women	Caroline A.Gaskin
15B/1-11	Citizen	GERMANY	State Center for Political Ed.	Siegfried Schiele
*21D/1-4	Health Family Citizen	INDIA	Hayden Hall: A Community Development Approach	Fr. E. P. Burns
22B/1-10	Citizen Professional, Other	IRELAND	Training of Comm. Enter. Animateurs	Tom Collins
24B/1-10	Citizen Other	ITALY	Education Project of Molise: Creation of an Ad. Ed. System	Francesco Susi
24C/1-11	Citizen Personal Other	ITALY	Center for Cont./Ed. in Bassano de Grappa	Gianna Maria Filippi
24D/1-11	Citizen Other	ITALY	Education for Adults in the Earthquake Region of Basilicata	Francesco Susi

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24A/1-11	Citizen	ITALY	Public and Library: A Plan for the Education of Adults	Paolo Federighi
*24J/1-6	Personal Citizen	ITALY	Mass Media and Adult Education in Sardinia	Fabio Masala
25A/1-32	Citizen	JAPAN	Ed. and the Integration of Community Services	Kazufusa Moro'oka
41B/1-16	Citizen	U.S.A.	Natl. Issues Forum	Alan B. Knox
41C/1-21	Citizen	U.S.A.	Educational Programs for Government Officials	Harvey Schweitzer, Nancy Lauts, Charles Kozoll
23A/1-14	Family Citizen	ISRAEL	School for Parents, Teachers & Children in a Distressed Moshav	Eitan Israeli
*36F/1-9	Citizen	SWEDEN	Popular Education in Sweden	Lars Arvidsson
*1B/1-7	Disadvantaged	ARGENTINA	Education and elders	Isabel Hernandez
2C/1-11	Disadvantaged	AUSTRALIA	School for Seniors	Olga Benham & Sue Vickers
2D/1-16	Disadvantaged	AUSTRALIA	Community Living Project	Kath Bleechmore
2F/1-9	Disadvantaged	AUSTRALIA	UNElearn Group Discuss. Correspond. Programme	Ned Iceton
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2H/1-37	Disadvantaged	AUSTRALIA	Aboriginal Vill. Comm.	Natascha McNamara
2E/1-12	Disadvantaged	AUSTRALIA	Learning for the Less Mobile	Judith Elsworth
15E/1-14	Personal Disadvantaged	GERMANY	Voc. & Social Integration for Turkish Women	S. Meyder
29D/1-20	Literacy Disadvantaged	NETHERLANDS	Dutch as a Foreign Language	Emmy Wilson

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2S/1-12	Professional Other Family Citizen	AUSTRALIA	Social Developer's Network	Ned Iceton
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15C/1-19	Health Family Personal Other	GERMANY	Catholic Ed. Organ.	Peter Muller
*21D/1-4	Health Family Citizen	INDIA	Hayden Hall: A Community Development Approach	Fr. E. P. Burns
22C/1-16	Family	IRELAND	Family Life Education Premarriage	Liam McCarthy
22D/1-16	Family Other	IRELAND	Pontifical U. Dipl. in Family Life & Youth Ministry	Elizabeth Murphy
23A/1-14	Family Citizen	ISRAEL	School for Parents, Teachers & Children in a Distressed Moshav	Eitan Israeli
2K/1-22	Health	AUSTRALIA	Women's Health--The Middle Years	Deirdre Degeling, Diane Bennett, Fran Everingham
5C/1-11	Health Workers	CANADA	Health Line: Centre for Corp. Health Promotion	Dale I. Pratt

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15D/1-18	Health Family Personal	GERMANY	Adult Ed. Center	Gabriele Werner
*21D/1-4	Health Family Citizen	INDIA	Hayden Hall: A Community Development Approach	Fr. E. P. Burns
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22P/1-11	Professional, Other Health	IRELAND	Teacher Training Prog.-Health Ed.	Eugene Donoghue
22P/1-11	Professional, Other Health	IRELAND	Teacher Training Prog.-Health Ed.	Eugene Donoghue
*30D/1-24	Health	NIGERIA	Guinea Worm Eradication Program: Community Education in Nigeria	Clement N. Anyanwu
*40A/1-42	Health	UNITED KINGDOM	Heartbeat Wales	Donald Nutbeam
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45C/1-13	Family Health	YUGOSLAVIA	Nutrition Education	Mara Rupena Osolnik
2L/1-9	Higher	AUSTRALIA	Preparatory Studies	Michael Crock & Caroline Cottman
5D/1-8	Higher	CANADA	Distance Ed. at U. Victoria	Margaret Haughey

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*6D/1-8	Higher	CHINA	A University Without Campus	Lin Jun
15H/1-17	Professional, Tech Higher Personal	GERMANY	Courses by Radio	Peter Schmoock
15J/1-17	Professional, Tech. Professional, Other Higher	GERMANY	CE Center at Univ. of Tubingen	Rainer Funke
22J/1-10	Higher Personal Other	IRELAND	Irish Language TV Program	John MacMahon
*25C/1-20	Higher	JAPAN	The Founding of a University for Senior Citizens	Takashi Fukuchi
*30B/1-43	Higher	NIGERIA	Correspondence Education	J. T. Okedara
*30C/1-31	Higher	NIGERIA	Remedial Education	J. T. Okedara
31A/1-15	Professional, Other Higher	NORWAY	NKS School of Management (Correspondence School)	Tore Aksjoberg
36B/1-21	Higher	SWEDEN	Distance Education at the Univ. Level	Birgitta Willen
41E/1-15	Higher	U.S.A.	Indiana U. Independent Study by Correspondence	Frank R.DiSilvestro
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2M/1-15	Leisure	AUSTRALIA	Discussion Program--Council of Ad. Ed.	Joanne Lee Dow

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*25B/1-13	Leisure	JAPAN	Citizen's Learning Network	Miwa Toko
2P/1-15	Literacy	AUSTRALIA	NSW Board of Adult Ed.--Literacy	Rosie Wickert
*2Y/1-2	Literacy	AUSTRALIA	Adult Migrant Education	William McGrath
5E/1-20	Literacy	CANADA	Bathurst Heights Ad. Learning Centre	E. Elysee-Cohen
5F/1-10	Literacy	CANADA	East End Literacy	Elaine Gaber-Katz
5G/1-45	Literacy	CANADA	Learner-Centred Social Services Model of ABE	Patricia A.Rundle
*5L/1-13	Literacy	CANADA	International: Literacy and Development	James A. Draper
19A/1-6	Literacy	HONG KONG	Literacy Program	Grace Mak
21A/1-33	Literacy	INDIA	Literacy Program	R. Jayagopal
21B/1-4	Literacy	INDIA	Punjab Association	R. Jayagopal
*23B/1-6	Literacy	ISRAEL	Comparative Analysis of Literacy Education	Rachel Tokatli
29A/1-17	Literacy	NETHERLANDS	Open School	Maatje Balde
29B/1-17	Literacy	NETHERLANDS	Study House for Adults	Emmy Wilson
29C/1-18	Literacy	NETHERLANDS	Dutch as a Foreign Language	E. R. T. Zuidhoff
29D/1-20	Literacy Disadvantaged	NETHERLANDS	Dutch as a Foreign Language	Emmy Wilson
*29R/1-28	Literacy	NETHERLANDS	Language School for Refugees	E. Stark
*30A/1-50	Literacy	NIGERIA	Model Adult Literacy Classes	J. T. Okedara

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36A/1-8	Literacy	SWEDEN	Basic Education for Adults in Sweden	Per Olof Thang
41F/1-25	Literacy	U.S.A.	Adult Basic Education	Alan B. Knox
*41K/1-11	Literacy	U.S.A.	Libraries and Literacy--Tulsa	Debra W. Johnson
*41M/1-11	Literacy	U.S.A.	Libraries and Literacy--Weirton	Debra W. Johnson
45D/1-11	Literacy	YUGOSLAVIA	Basic Adult Education	Radivoje Kulic
45E/1-27	Literacy Professional, Other	YUGOSLAVIA	Research Into and Training In Literacy	Dusan M. Savicevic
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2R/1-11	Professional, Other	AUSTRALIA	Refresher Ed. for Company Directors	John Brady
2T/1-6	Professional, Other	AUSTRALIA	Welcare Program	J. A. McDonell
2S/1-12	Professional Other, Family Citizen	AUSTRALIA	Social Developer's Network	Ned Iceton
5H/1-22	Other	CANADA	Residential AE in Canada	Wenda Abel
*9B/1-12	Other	CZECHOSLOVAKIA	House of Culture and its Function in Adult Education	Pavel Hartl

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13A/1-17	Other	FINLAND	Experimentation in Ad. Ed. Centers	Mirja Virtala
13B/1-4	Other	FINLAND	Beginning of Ad. Ed. Planning at the Municipal Level	Jorma Kauppinen
13C/1-6	Other	FINLAND	Experiments in Voc. Ad. Ed.	Lea Salminen
13D/1-10	Professional, Other	FINLAND	Developmental Work Research Project at Adult Ed. Center	Ilona Koskela
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*17A/1-18	Professional, Other	GREECE	In-service Teachers Training in Greece	Michael Kassotakis
22G/1-13	Other	IRELAND	Maynooth Adult Daytime Education	(MADE)
22D/1-16	Family Other	IRELAND	Pontifical U. Dipl. in Family Life & Youth Ministry	Elizabeth Murphy
22F/1-10	Professional Other	IRELAND	Extra-mural Studies	Mary Kett
22H/1-13	Other	IRELAND	Extra-mural Diplo. Course in Religious Studies	Sr.Benedict Rouine
22K/1-11	Professional, Other	IRELAND	Extra-mural Studies in Basic Counseling	Muireann Conaty
22L/1-24	Professional, Other	IRELAND	Intro. Course to Ed. Administra.	P. B. Diggins
22M/1-16	Professional, Other	IRELAND	Training Part-Time Ad. Ed. at Local Level	James Marsden

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22N/1-14	Professional, Other	IRELAND	Natl. Police Officer CE & Training	P. J. Moran
24B/1-10	Citizen Other	ITALY	Education Project of Molise: Creation of an Ad. Ed. System	Francesco Susi
24C/1-11	Citizen Personal Other	ITALY	Center for Cont./Ed. in Bassano de Grappa	Gianna Maria Filippi
24D/1-11	Citizen Other	ITALY	Education for Adults in the Earthquake Region of Basilicata	Francesco Susi
24E/1-10	Other	ITALY	Adult Education in Bologna	Mario Ricci
29E/1-17	Other	NETHERLANDS	Television Academy	Anja Dircken
29F/1-20	Professional, Other	NETHERLANDS	Psycho-Geriatrics for Home Helps	Bea Oosting
29G/1-10	Professional, Other	NETHERLANDS	In-service Occupational Training	R. Zuidhoff
*30E/1-28	Professional, Other	NIGERIA	Professional Continuing Education for Grade Two Teachers in Nigeria	C. A. Okedara
31A/1-15	Professional, Other Higher	NORWAY	NKS School of Management (Correspondence School)	Tore Aksjoberg
42A/1-17	Other	U.S.S.R.	ZNANIE Society	Yuri Fishevski
45B/1-15	Agriculture Professional, Other	YUGOSLAVIA	Ext. Service & Its Role in Training Farmers-slovenia	Robic Tone

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*1A/1-8	Overview	ARGENTINA	Adult Education in Latin America	Isabel Hernandez
6A/1-18	Overview	CHINA	Chinese Adult Education-At Present and in Prospect	Dong Mingchuan & Zhu Zhongdan
6B/1-25	Overview	CHINA	Aging Issue and Education for the Aged	Dong Mingchuan & Zhu Zhongdan
*6C/1-6	Overview	CHINA	Adult Education in Beijing Municipality	Fu Youren
*6F/1-40	Overview	CHINA	Postsecondary Education in China	Dong Mingchuan
*9A/1-34	Overview Workers	CZECHOSLOVAKIA	Czechoslovakian Adult Education	Kamil Skoda
26A/1-12	Overview Workers	KOREA, DPR	Overview	Nam Jin U
24F/1-18	Overview	ITALY	Educational Aims for the Year 2000: Adult Education for the City of Prato	Filippo M. DeSanctis
36C/1-10	Secondary Overview	SWEDEN	Perspective on Municipal Adult Ed.	Robert Hoghielm
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*2Z/1-11	Personal	AUSTRALIA	Self-Help Adult Education: Univ. of the THird Age	Rick Swindell

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15D/1-18	Health Family Personal	GERMANY	Adult Ed. Center	Gabriele Werner
15E/1-14	Personal Disadvantaged	GERMANY	Voc. & Social Integration for Turkish Women	Susanne Meyder
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*15P/1-11	Personal	GERMANY	Women's Museum-Wiesbaden	Kim Engels Beatrixe Klein
*20A/1-19	Personal	HUNGARY	Protecting Our Environment	Mihaly Sari
22J/1-10	Higher Personal Other	IRELAND	Irish Language TV Program	John MacMahon
*24J/1-6	Personal Citizen	ITALY	Mass Media and Adult Education in Sardinia	Fabio Masala
24C/1-11	Citizen Personal Other	ITALY	Center for Cont./Ed. in Bassano de Grappa	Gianna Maria Filippi
24G/1-11	Personal	ITALY	Provincial Administration of Moderna	Vanna Tori
24H/1-6	Personal	ITALY	University of the Third Age-Orvieto	Lucio del Corno

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*29S/1-17	Personal	NETHERLANDS	Assertivity Course	G. Nijhof
*29T/1-18	Personal	NETHERLANDS	Pre-Retirement Education	B. van Straalen-van Waard
2R/1-11	Professional, Other	AUSTRALIA	Refresher Ed. for Company Directors	John Brady
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2S/1-12	Professional Other, Family Citizen	AUSTRALIA	Social Developer's Network	Ned Iceton
13D/1-10	Professional, Other	FINLAND	Developmental Work Research Project at Adult Ed. Center	Ilona Koskela
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15J/1-17	Professional, Tech. Professional, Other Higher	GERMANY	CE Center at Univ. of Tubingen	Rainer Funke
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22L/1-24	Professional, Other	IRELAND	Intro. Course to Ed. Administra.	P. B. Diggins
22M/1-16	Professional, Other	IRELAND	Training Part-Time Ad. Ed. at Local Level	James Marsden
22N/1-14	Professional, Other	IRELAND	Natl. Police Officer CE & Training	P. J. Moran
22P/1-11	Professional, Other Health	IRELAND	Teacher Training Prog.-Health Ed.	Eugene Donoghue
29F/1-20	Professional, Other	NETHERLANDS	Psycho-Geriatrics for Home Helps	Bea Oosting
29G/1-10	Professional, Other	NETHERLANDS	In-service Occupational Training	R. Zuidhoff
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*41N/1-7	Professional, Other	U.S.A.	Helping Stock Brokers Cope with Stress	Alan B. Knox
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5K/1-18	Professional, Tech.	CANADA	CPE Program for Family Physicians	Penny A. Jennett
15F/1-15	Professional, Tech.	GERMANY	Professional Training for Med. Specialists	Hans E. Renschler
15G/1-13	Professional, Tech.	GERMANY	In-service Training at Busch	Peter Kilgenstein
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29L/1-19	Professional, Tech.	NETHERLANDS	Part-time Course for Teachers of Nursing	Annette van den Berg-Ran
29M/1-13	Professional, Tech.	NETHERLANDS	Improvements in Medical Practice	I. W. Dresscher
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29P/1-23	Professional, Tech.	NETHERLANDS	Medical Specialists	Bea Oosting

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29H/1-16	Professional, Tech.	NETHERLANDS	Advanced Nursing Course	Henny Van Der Stel-Overdulve
29J/1-16	Professional, Tech.	NETHERLANDS	Part-time Training - Sick Care	Henny Van Der Stel-Overdulve
29K/1-19	Professional, Tech.	NETHERLANDS	In-service Training - Basic General Nursing	Annette van den Berg-Ran
29L/1-19	Professional, Tech.	NETHERLANDS	Part-time Course for Teachers of Nursing	Annette van den Berg-Ran
29M/1-13	Professional, Tech.	NETHERLANDS	Improvements in Medical Practice	I. W. Dresscher
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29P/1-23	Professional, Tech.	NETHERLANDS	Medical Specialists	Bea Oosting

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6C/1-10	Secondary Overview	SWEDEN	Perspective on Municipal Adult Ed.	Robert Hoghielm
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5B/1-16	Citizen Workers	CANADA	Canada Congress for Learning Opportunities for Women	Caroline A.Gaskin
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*6E/1-9	Workers	CHINA	A Survey of Beijing's Workers University Graduates	Liu Yongqian
*9A/1-34	Overview Workers	CZECHOSLOVAKIA	Czechoslovakian Adult Education	Kamil Skoda
13E/1-6	Workers	FINLAND	Union History Project: Study Circles Doing Research	Jorma Kalela
13F/1-10	Workers	FINLAND	School for Teaching ADP	Markku Suortamo
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13H/1-5	Workers	FINLAND	Role of Training in Changing a Work Organization	Anneli Pulkkis Veikko Teikari Matti Vartiainen

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15N/1-17	Workers Professional, Tech.	GERMANY	Human Resource & Organ. Dev.	Colin A. Guthrie
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*20B/1-33	Workers	HUNGARY	Realities of Our Time	Matyas Durko
21C/1-6	Workers	INDIA	National Council for Hotel Management and Catering Technology	R. Jayagopal
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29Q/1-8	Workers	NETHERLANDS	Occupational Retraining in Office Skills	Maatje Balde
*29U/1-20	Workers	NETHERLANDS	Re-entry Course for Women in Construction Trades	R. de Ruiter
*29V/1-18	Workers	NETHERLANDS	Management and Computer Education for Re-entry Women	E. Stark
*30G/1-40	Workers	NIGERIA	Women Education in Oyo State, Nigeria	C. A. Okedara
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36E/1-9	Workers	SWEDEN	Labor Market Training in Sweden	Per Olof Thang

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45G/1-29	Workers	YUGOSLAVIA	Dev. of Training in Sava, Kranj	Ema Pec
*45H/1-19	Workers	YUGOSLAVIA	Self Management at Worker's Universities	Milka Oljaca
2X/1-11	Workers Literacy	AUSTRALIA	Workplace Basic Ed. Project	Jude Newcombe, et al.
15N/1-17	Workers Professional, Tech.	GERMANY	Human Resource & Organ. Dev.	Colin A. Guthrie
15M/1-15	Workers	GERMANY	Cont. Ed. in Training Companies	Michael Eisenmann
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A WORLD PERSPECTIVE
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Face Sheet
World Perspective on Adult Education

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2. Check whether this case is based on

   ( ) an actual program

   (X) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   Agricultural Extension (Local)

4. Write the type of program, from Section III of the project plan, in which the program best fits such as A. Literacy, B. Agriculture, C. Workers, etc.).

   B. Agriculture

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   Land Grant University (with National and Local government)

6. Basic characteristics of service area

   A. County geographic size (such as square miles or kilometers)

   B. 100,000 population (number of people living in area)

   C. Rural urban/rural (density of population)

   D. _____ worldwide

7. Year(s) covered by the case description 1987

41A/1

COOPERATIVE EXTENSION SERVICE

UNITED STATES

A. Setting--Educational programs for farm families in the United states are provided by the Cooperative Extension Service (CES). Established in 1914 by the Smith Lever Act in each state, the federal Extension Service of the U.S. Department of Agriculture provides policy guidelines and some financial support, along with the colleges of agriculture of the Land Grant Universities (or the equivalent), and local county government. In each state, university specialists in various aspects of agriculture in that state, along with specialists in home economics, youth work, and community resource development assist local county staff members who work in these content areas with identification of pertinent content, preparation of materials, and conduct of educational sessions for staff, volunteers, and rural families. Some programs are conducted for urban families.

Along with federal and state levels of CES, one major organizational unit is the county level. This case description is about the county agricultural extension program, but programs in home economics, youth, and community development are also provided, some of which directly contribute to the programs for farmers and ranchers and people engaged in agribusiness. In a midwest county with 100,000 population and about one-half living on farms and in small rural towns, the county CES staff consists of the equivalent of three full-time educators and one secretary. The county CES office chair is a specialist in agriculture (especially dairy husbandry because that is an important specialty), and the other staff members are in home economics, and two half-time staff members who also work the other half of their time in an adjoining county in youth work (4-H) and

community resource development. They have office space in the county courthouse in the small county seat city in the center of the county. The case description focuses on the program in agriculture.

B. Outcomes

1. Goals--The general goals or intended CES outcomes in each U.S. county are similar. They are to help all people in the county engaged in any aspect of agriculture and agribusiness to increase their occupational effectiveness and productivity and to improve their quality of life. The content taught depends on the types of agriculture in each county, such as agronomy, types of crops grown and animals raised, along with agricultural economics and engineering and rural sociology. At the national level, the federal USDA Extension Service and the state CES Directors through the Extension Committee on Organization and Policy establish broad policy guidelines. In each state, the CES staff (which in this state numbers about 600 people), in conjunction with advisory committees, decides on program goals for the coming few years. These state goals and county staff annual plans of work influence each other. The county government board of supervisors also influences goals, provides part of the financial support, helps select staff, and provides office space.

2. Benefits--There is evidence of CES program benefits since World War I, in the form of increased agricultural productivity. Currently less than five percent of the U.S. work force is engaged in agriculture, and there are agricultural surpluses. Technology has been another major influence on productivity, and CES has promoted use of technology as well as use of new scientific knowledge. Over the years, CES staff working with the larger farmers and agribusinesses have benefited most, and those engaged in small marginal farms and businesses have obtained less help. Each year, CES evaluation reports refer to extent and type of outcomes

achieved. An example is a program that increased milk production and reduced purchased feed costs.

C. Process

1. Planning--The main planning process at the county level is the annual plans of work for the next few years that are revised each year. These county plans are prepared by the county CES staff and extension advisory committee. Needs assessment and context analysis is mostly done by CES staff, volunteers, and advisory groups. The county level plans of work are shaped by the more specific expectations and activities of the CES county staff members, as well as the more general policies and plans at state and federal levels. The plans include objectives and activities to achieve the objectives, and provision for evaluation and reporting. Some county CES staff members complain that planning and reporting takes about a quarter of their time and restricts their responsiveness. Recent county CES budget reductions make this problem more severe as staff members try to do more with less staff time.

2. Methods--Various educational methods are used including farm visits, result demonstrations, meetings, working with producers organizations, preparation of pamphlets, newspaper column, radio broadcasts, county fair exhibits and judging, special workshops, and use of computers and other technology such as for forecasting, record keeping, and management decision making.

3. Improvement--In addition to the program evaluation activities, the state CES staff provide various staff development activities for county CES staff and volunteers. For staff members this includes district, state, regional and national conferences, technical reports, taking graduate level courses (must have a B.S. degree and completion of an M.S. is

encouraged). A major contribution of state CES specialists in various academic departments of the land grant university is increasing the knowledge of county CES staff, especially about new developments.

4. Participation--This county is one of the counties in the state in which there is an educational information center in which a counselor helps adults find out about educational opportunities, including CES programs. A major effort of CES staff is to broaden the base of participation in CES programs. Most programs are non-formal and designed for ease of learning such as early morning radio broadcasts for dairy farmers which they can listen to while they are milking.

D. Inputs

1. Participants--About 40 percent of the people engaged in agriculture and agribusiness in the county have some contact with CES programs and activities each year. The most active participants average more than five hours a week. They tend to be more educated and successful, and to volunteer to help plan and conduct extension programs. Many participants occasionally attend a program or receive some information.
2. Needs--In addition to the early and continuing emphasis on increased productivity, many other educational needs have been identified and responded to. Examples include educational needs related to reduction of erosion and pollution, financial investment in land and equipment including indebtedness, forecasting and marketing, and even local community problem solving and efforts to improve quality of life.
3. Staff--In addition to the county CES members (about four full-time equivalent) there are about 300 volunteers who are actively involved in planning and conducting CES activities, more than one-third of whom are mainly concerned with agriculture.

4. Content--The main agricultural content includes livestock, crops, agronomy, conservation, management, engineering, and economics.

5. Finances--The annual county CES budget is about $130,000 from all sources of which about 70 percent is for staff salaries. Almost all of the income is from government funds with very little from participant fees and other sources. The average annual pay for a staff member (who performs both administrative and instructional tasks) is about 120 percent that for school teachers, 100 percent of school masters, 80 percent for college professors, and 40 percent for university presidents.

6. Facilities--In addition to office space and equipment, CES uses meeting room facilities of county government, private businesses, and cooperating organizations.

E. Evolution--The CES program has evolved during the past 75 years, and the process continues. Several reports cited below review this gradual change in CES and note some of the major influences. following are some examples:

1. Supply-demand imbalances, declining land values, tax burdens, and heavy debts plaguing farms and agribusinesses stimulated Extension to redouble efforts to help improve efficiency of production and quality of food products to achieve a competitive trade advantage.

2. Depressed agriculture and raw materials markets and lost manufacturing jobs influenced Extension to increase programs for economic revitalization such as helping new businesses get started and improving the economic development planning of communities.

3. Growing concern about environmental pollution, such as contamination of surface and ground water, caused Extension to focus more on helping farmers evaluate their drinking water and take action to improve or maintain its quality, and on including attention to environmental considerations in decision making by farmers, business people, government leaders, and family members.

4. Changing family roles and related stress have been reflected in increased attention to strengthening financial and other resource management practices to meet individual and family goals.
5. Increased educational level and familiarity with technology such as computers have caused extension to increase the methods and materials used to help adults learn.
6. Recent reductions in financial support for CES programs have resulted in increased concentration in interdisciplinary programs on the most urgent issues, multi-county regional programs, and greater attention to access and flexibility.

Joint USDA-NASOLGC Committee on the Future of Cooperative Extension, Extension in the 80's, Madison, WIsconsin: Cooperative Extension Service, University of wisconsin, May, 1983.

Oliver, C. S., Extension in Transition: Bridging the Gap Between Vision and Reality, Report of the Futures Task Force to the Extension Committee on Organization and Policy, Blacksburg, Virginia: Cooperative Extension Service, virginia Polytechnic Institute and State University, November, 1987.

Face Sheet
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   ( ) an actual program

   (X) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   COOPERATIVE EXTENSION SYSTEM (NATIONAL)

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). B. AGRICULTURE

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   DEPT. OF AGRICULTURE

6. Basic characteristics of service area

   A. _____ geographic size (such as square miles or kilometers)

   B. _____ population (number of people living in area)

   C. _____ urban/rural (density of population)

   D. X nationwide

7. Year(s) covered by the case description _____

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THE COOPERATIVE EXTENSION SYSTEM*

William M. Rivera
University of Maryland, College Park

Cooperative Extension, established in 1914, was designed as a partnership of the U.S. Department of Agriculture and the land-grant universities, which were authorized by the federal Morrill Acts of 1862 and 1890. State legislation later enabled local governments and organized groups in the nation's counties to become a third legal partner in this nonformal educational endeavor.

Cooperative Extension, therefore, is a vast partnership made up of local residents, the state land-grant universities, the U.S. Department of Agriculture, and county governments throughout the nation. All of these groups participate in planning, financing, and operating Extension programs. In this regard,

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* The Cooperative Extension System refers to the entire operation of Federal, state and county services--with Extension Services at the Federal level, Cooperative Extension Services at the state level, and County Extension Services at the local level.

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Lipman-Blumen and Schram (1984) note that priority setting in Extension is distinguished by the grass roots, face-to-face character of Extension programs. They underline that advisory structures composed of lay leaders and volunteers are a vital part of the decisionmaking process within Extension and that Extension programs have systematic user input at the local, state and federal levels, both in the design and implementation stages (p. III-5).

This tripartite system is more than a legal development, however. It is a product of North American history and political philosophy. As such it is a unique and complex system--operating as both an agency for change and a catalyst for individual group action. Its programs have contributed to, and reflect, many of the shifts and transitions that have taken place in the United States--in agricultural and rural development as well as with regard to agrarian ideology and culture--since the establishment of the Cooperative Extension services over 70 years ago.

To study the U.S. Cooperative Extension System is to confront at least four separable but historically integrated developments in North America: (1) the land-grant movement in higher education, (2) the legal developments that resulted in the "overlapping authority" system of federal-state-county services, (3) the transformation of agriculture, and (4) the transition from agrarian to an urbanizing society. Study also

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uncovers sharp differences in perspective as to the mission and purpose of agricultural extension in the United States. These developments and conflicts are key to an appreciation of the Cooperative Extension system and its current status.

By law, Cooperative Extension was established to work between the land-grant colleges and the USDA (U.S. Department of Agriculture), operating "to aid in diffusing among people of the United States useful and practical information on subjects relating to agriculture and home economics..." (Smith-Lever Act of 1914). However, it bears remembering that some maintain a narrower view, that the intent of the Smith-Lever Act of 1914 in establishing the Cooperative Service was "to carry to American farmers the results of agricultural research" (Doctors, 1969). Thus, a certain tension exists as to the mission and purpose of Cooperative Extension. This tension merits review when considering the past, present and future of this system.

Cooperative Extension is part--and an outgrowth--of a larger movement known as "the Land-Grant Movement" (Eddy, 1956). The Land-Grant movement culminated in the Morrill Land-Grant Act of 1862; it was a response to "revolutionary change in [the] system of higher education (p. ix)." Indeed, Thrackrey in the Foreword to Eddy's text written 30 years ago makes comments which appear to be still pertinent, viz.:

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> The outlines of future changes in the pattern of higher education are not now clear, just as they were not clear a century ago. But the story of how a system of higher education that was clearly inadequate to the needs of its society acquired a drastic redirection that was indigenous to America, of the movements and events that led up to the change, and of the results that flow from it down to the contemporary period, is a fascinating one whose lessons may be useful in a variety of ways as we look to the future. (p. ix)

Cooperative Extension is also considered a landmark in adult education (Miller, 1973). In the preface to Miller's text, Charters (p. iii) introduces Cooperative Extension as (1) a highly innovative system of adult education, (2) a place where people could go to solve many of their problems in the rural context, and (3) a model which has been most useful "when it is adapted to the needs of each country and each community." While there is debate about the adaptability of the Cooperative Extension System, some continue to maintain its viability as a model (McDermott, 1987). In the United States, Cooperative Extension is often referred to as the largest adult educational program in the world (Eddy, p. x).

1. ALTERNATIVE PERSPECTIVES OF "THE SETTING"

Legislative Acts

The United States Cooperative Extension System may be viewed from different perspectives. First, it is the result of a series

of legislative acts which are interconnected. Over the years these acts have been variously amended, and complementary legislation has been enacted which impacts on the development of the Cooperative Extension System. The following represents only a brief overview.

In 1862 the Congress of the United States established the Department of Agriculture with the proviso to acquire and diffuse useful information about agriculture. At the same time the U.S. Congress also passed an act "to donate public lands to the several states and territories which may provide colleges for the benefit of agriculture and the mechanical arts" (Morrill Land-Grant Act of 1862). In 1890, a similar public law, the Second Morrill Act, provided for application of a portion of the proceeds of the public lands to the more complete endowment and support of the colleges for the benefit of agriculture and the mechanical arts and established what are called the "1890" institutions to serve the black community in those states prohibiting their attendance at white colleges.

Some 25 years after the establishment of the U.S. Department of Agriculture and the origination of the land grant college concept and philosophy, the Hatch Experimental Station Act of 1887 established agricultural experiment stations in connection with each of the Land Grant Colleges of the several states. Still later--a generation after the Hatch Act, the Smith-Lever

Act of 1914 established the Cooperative Extension Service (CES) as part of the Land Grant system.

About 75 years have passed since the enactment of the Cooperative Extension Service in 1914. Various legislative amendments to the original Smith-Lever Act have extended its programmatic and clientele responsibilities. The major amendment to the Act occurred in 1953 simplifying and consolidating ten separate laws relating to Extension.

More recently, the Food and Agriculture Act of 1977 has affected Cooperative Extension, by establishing (1) a Joint Council on Food and Agricultural Sciences to foster coordination of the research, extension, and teaching activities in the Federal Government, the states, and among private and public colleges and universities; (2) a National Agricultural Research and Extension Users Advisory Board; and (3) a National Food and Human Nutrition Research and Education Program. This 1977 Food and Agriculture Act also authorized agricultural and forestry extension funds for the 1890 institutions, amended the Rural Development Act of 1972, required the Secretary of Agriculture to submit an evaluation of the Federal Extension Service and the state Cooperative Extension Services, and directed the Secretary to assist the U.S. Agency for International Development with agricultural research and extension in developing countries.

At present (1986/87), the scope and mission of the Service is being reviewed and its goals and programs most closely focussed. It remains to be seen what new turns, if any, make take place with respect to the Cooperative Extension System.

Overlapping Authority

The Cooperative Extension System is a cooperative venture of the Federal Extension Service, the State Extension Services which are divisions of their Land Grant Colleges, and the County Extension Services. This overlapping authority is a major dimension of the Cooperative Extension System and some claim that it was by "imaginative design" that this nation-wide program enlists the joint cooperation of Federal, State and local governments, as well as individuals and organizations from both the public and private sectors (1973). Certainly, this decentralized system with its "balance of powers" is a model institution of the United States, its federally constituted government, and its democratic ideals. As a system, it is typically America.

Extension personnel operate on three levels: federal, state, and local. Federal Extension personnel keep abreast of national research developments and assist State Extension specialists in incorporating these developments into their educational programs. State Extension specialists work with the research staff of their own college, plan comprehensive educational programs, keep

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county Extension agents informed on research developments and assist them with individual problems. However, as underlined by Sanders et al. (1966), because of the Service's recognition that information is not self-motivating, educational activity carried out by Extension Service personnel at the local level, is the focal point of the Cooperative Extension organization and program. The national average remains about three agents per county (or per parish, as counties are called in the State of Louisiana) although the number may vary from one to twenty or more.

The overlapping authority of the system is best understood by examining the allocation of resources within the Cooperative Extension System; these tend to be approximately one-third from each of the three sources of provision. The proportion of the local, state and Federal share of Extension resources differs from state to state however. Counties may provide a larger share in some cases (as with New York, or even between counties within a state, as Montgomery County in Maryland tends to exceed its commitment as compared with other counties in the State), or the state and Federal partners may provide the larger shares. Whichever the case, the fact remains that there is a fiscal parity and with it an overlapping authority with final control in the hands of all three levels of government.

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Historical Changes

In 1862 when the land-grant system was started, 48 percent of the people of the United States were engaged in agriculture; 31 percent in manufacturing, trades and transportation; a new class, called the personal service group, embraced 18 percent of the workers; and those in the professions numbered 3 percent. According to Aldrich (1985), these were:

> "conditions unknown before in this country--conditions with which established institutions were unable to cope. The old education did not minister to new wants. There was an insistent demand for something else--less of the classical and esthetic and more of the scientific and practical were called for. It was under conditions such as these, with problems facing a depleted agriculture, with industrial arts expanding, with science knocking at the door of colleges, and with the great West growing up to settlement that our colleges of agriculture were established (p. 8)."

In 1914, about one-third of the nation's population lived on farms or in rural areas. Already the migration to urban areas

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and industrial jobs was in evidence--a precedent of rural flight to the cities which would increase over time. Today, only about 2.7 percent of the U.S. work force are employed in production agriculture. Under these circumstances, according to some (Interpaks Interchange, 1986), "public support has just about run its course for the family farm as a last bastion of family togetherness in the workplace. Indeed," they claim, "the few farmers left will soon be so specialized that that it will be questionable whether whatever Extension does will make much difference in their operation decisions." While the Cooperative Extension Service (CES) has generally grown to serve scientists, farmers, and the general public, certain forces would reduce its efforts toward the general public. The Office of Technology Assessment (OTA), an investigative arm of the U.S. Congress, would restrict agricultural research and extension activities to the service of large and moderate farm enterprises (1986). The CES mission and the land-grant system as a whole are undergoing a major re-assessment in the mid-80s.

2. OUTCOMES

Economic Growth Outcomes

One of the major aims of the Cooperative Extension System as a whole has been to advance the transformation of agriculture. Originally this meant simply increased farm productivity. During

the 1950s, already there was an increase of 80 percent in actual production per work engaged in farming (USDA, 1961).

The transformation of agriculture has resulted, however, in "the agrarian transition in America" (Rohrer & Douglas, 1969). The predominantly rural and farm populations in North America prior to the first Morrill Act have shifted to become the increasingly industrialized, urbanized society of today.

Social and Culture Outcomes

Agrarianism, according to Rohrer and Douglas, is rooted deeply in the American experience. They cite Thomas Jefferson's articulation of this creed as being: the fundamental nature of the agricultural industry, the societal benefit derived from independent farmers, and the morally virtuous quality attached to farming. Agrarianism, then, is more than a place or type of work; it is an ideology--a way of thinking about the world. It is an ideology which, with the expansion of agriculture, has at best evolved. "In fact," state Rohrer & Douglas, "we have the impression that, in strength of numbers, its nonfarm advocates far exceed its advocates who remain on the land" (p.142).

The reality of the situation is that--whatever the abiding ideological remnants--only 2.7 percent of the population is

engaged in farming. A comparison of projected distribution of farm and cash receipts in the year 2000 suggests the following:

COMPARISON OF DISTRIBUTION OF FARM & CASH RECEIPTS

IN THE YEAR 2000

FARM SIZE*	FARMS	C A S H RECEIPTS
Small	80%	4%
Moderate	6%	10%
Large	14%	86%

(Source: Office of Technology Assessment, 1987)

* Farm size is according to gross receipts--with large farms grossing $250,000 or more, moderate farms betwween $100,000 and $250,000, and small farms under $100,000.

.....

According to OTA conclusions (1986), there will continue to be (1) a concentration of resources--50,000 of the largest farms will market 75 percent of all farm products and will farm 60 percent of total farmland, (2) contracting and vertical integration by large-scale farms will increase; and (3) off-farm income for small and moderate farms will become necessary. In contrast, another study, from the American Farmland Trust, claims some $15 billion in gross sales from (small) farms with under $40,000 gross receipts (1987).

The trends suggested by the OTA report raise various issues. For instance, who gains and who loses from technology change? What are the consequences of increased private sector involvement in agricultural research and extension? Are there adjustments needed in the system, and if so, what are they?

3. PROGRAMS AND PROCESS

The Cooperative Extension Services are generally thought to cover four major program areas: agriculture/horticulture, home economics, 4-H youth leadership, and community resources development--with marine programs for states with coastal areas. In Extension in the '80s (1983), however, the major program areas listed are:

+ The Agriculture System
+ Natural and Environmental Resources
+ Community and Small Business Development
+ Home Economics/Family Living
+ 4-H/Youth Education and Development
+ International Concerns

The process by which Cooperative Extension has developed demands that two distinct but integral lines of activity be

considered since there are at least two major processes operating within the system. One is the process of organizational growth and the management determinations accompanying this growth, and the other is the process of program development and the legal and organizational mandates affecting program development. Distinguishing these sets of processes helps in understanding the dual responsibilities of the CES, which are to manage the organization and provide programs--or rather, to provide programs while managing the organization.

Planning

As stated earlier, all three groups--the Federal (U.S. Department of Agriculture), the state (land-grant universities), and local (county and parrish) governments--share in planning, financing, and operating Extension programs. Recently--in 1981, the national/state A&E (Accountability and Evaluation) system was initiated. As well, an elaborate system of accountability, known as EMIS--Extension Managment Information Systems, and built-in program reporting efforts--in particular the NARS--Narrative Report System, exist to aid in planning.

The CES organizational and program planning processes have since the 1970's operated along the lines of "management by objectives," although a move is afoot to shift to an "issues management" approach. Issues management would place more

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emphasis on planning around major initiatives arrived at nationally and within each state. A Response to America's Critical Concerns, a joint publication with USDA, ECOP and The University of Maryland (1986), states these issues and calculates support for them as follows: enhancing the competitiveness and profitability of American agriculture (36%); reducing family and financial stress (11%); improving health, nutrition, and safety (16%); developing human capital (11%); conserving and managing natural resources (6%); revitalizing rural America (8%); and other state and local issues (12%).

Methods and Media

According to the U.S. Department of Agriculture and National Association of State Universities and Land-Grant Colleges (NASULGC) report Extension in the '80s (1983), "education is the primary mission of Cooperative Extension. Effective education requires the use of one or more of the traditional methods, such as explanation, trials and demonstrations, practice (learning by doing), and teacher-student dialogue, to name a few." The research base for Extension's teaching is the body of research and experience generated by the land-grant university and the U.S. Department of Agriculture. Extension's programs are delivered by way of every conceivable method: one-on-one demonstration, newsletters, radio, television, and more recently via electronic communications.

Participation

Cooperative Extension reaches out to people through direct contact, the media, community learning networks, electronic communications, etc. A national assessment of the Cooperative Extension Service (Warner & Christenson, 1984) reports that "overall, 87% of the general public of the United States are aware of the Extension name or its program."

Participants in the various Extension programs include full-time and part-time farmers, farm spouses, farm youth and farm (rural) communities, as well as suburban and urban residents with concerns relating to home economics, 4-H, and horticulture (sometimes called "urban agriculture"). Their participation takes many forms: visitations, class instruction, mail requests (e.g. for soil analysis), state fairs, computer connections, telephone calls, etc.

4. INPUTS

Needs

Perhaps the most outstanding need of the Cooperative Extension System as a whole is to maintain and strengthen its partnerships. Extension in the '80s (1983) cites six partner-

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ships "which were important in the past and remain essential for the future." They are the federal, state, and local legal partners, and the private sector, research, and interagency partnerships.

(Coordinator) Arrangments

A major effort to coordinate the above-cited partnerships came about through the Food and Agriculture Act of 1977 which established among other things the Joint Council on Food and Agricultural Sciences. The Joint Council is aimed at fostering coordination of the research, extension and teaching activities in the Federal Government, the states, and among the private and public colleges and universities.

Other efforts to coordinate Extension have been undertaken by professional organizations, in particular the National Association of State Universities and Land-Grant Colleges (NASULGC). NASULGC operates as a bridge between its member institutions and the U.S. Department of Agriculture, maintaining three major committees on operations and policy: the ECOP (for Extension), ESCOP (for Experiment Stations) and RICOP (for Resident Instruction). In addition, NASULGC and the USDA have jointly organized an International Science and Education Council (ISEC) which in turn has established a number of standing committees and task forces to assist in providing leadership to

various segments of the field in agricultural science and education.

Content

The broad scope and diverse clientele of Cooperative Extension precludes for this brief case study discussion of content areas. Each area--agriculture, horticulture, home economics, 4-H, CRD (Community Resource Development), etc.--is a subject matter with a spectrum of content to be examined. It may noted, however, that efforts are underway to encourage greater interdisciplinary study within these areas.

There are more than 3000 Cooperative Extension offices throughout the nation; these form an information network that is nationally conceived, yet locally available. Thus, Extension's content is tailored to meet the demands and needs within each geographical area.

Finances

In the 1986 Accomplishments for Research, Extension, and Higher Education (Joint Council, 1986) the total federal and state budget amounted to more than $1.0 billion --of which about 31.6% (or approximately $330 million) came from the Federal Government and some 68.4% (or approximately $711 million) from

state governments. Of this 68.4% some 46.7% actually came from the state tresuries, with 18.6% from the budgets of local governments and 3.1% from private sources.

According to the Joint Council, CES programs in 1986 involved over 16,000 professional staff years (FTEs), plus nearly 4,000 para-professional staff years, and significant inputs by over 2.9 million volunteers trained and supervised by professional staff. These and the foregoing figures indicate why the CES is known as the world's largest nonformal educational system.

5. EVOLUTION

The Cooperative Extension System is currently under attack (Dillman, 1986). Dillman points up that the nation has moved from community networks of information to mass communications to global information interchanges. Today's world is, indeed, an international marketplace of jobs and ideas as well as trade. As the world changes by way of expanded interconnectedness and increasing interdependencies, citizens and their institutions must change. In the long run a major challenge may be the international mission of Extension, one which is often overlooked or undervalued. Meanwhile, the CES is undergoing a fierce re-examination of its programs to plot a course which will prove publicly accountable and inventive as to the future needs of the nation's people.

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January 28, 1987

Dr. Alan B. Knox
Professor
Department of Continuing and Vocational Education
276 Teacher Education Building, 225 North Mills St.
University of Wisconsin
Madison, Wisconsin 53706

Dear Alan,

I am sending herewith the draft of a case study I have prepared on the Cooperative Extension System. I hope you find it of use to you and Linda in your project. Parts of it are slim and might be further developed, but I simply had to stop because of other commitments and demands on my time.

The Lifelong Learning Research Conference--the Eighth--is coming around again, scheduled for February 19-20. Judy Kolosky will open the Conference and Milt Stern is giving the closing speech. I'm hoping for another enlightening, enjoyable event.

At present I'm engaged in proofing and composing the index for Agricultural Extension Worldwide, which is due out in April 1987. Very time-taking, as you know. Planning Adult Learning appeared this month, with a 1987 imprint. I think it looks good and I'm hoping that its broad perspective and topical variety will elicit interest from the field.

I am conceptually organizing a second series of colloquia, this time with a focus on private sector extension and technology transfer, including public/private cooperation as regards diffusion of information. I would like to host about 12 to 15 specialists and then hold an international conference on the subject. I have approached The World Bank, and they appear to be somewhat interested. Do you know of any other source of funding that might support me in this effort?

Fond regards to you and Linda.

Bill Rivera

William M. Rivera
Associate Professor
Symons Hall, Room 0215
Universityg of Maryland, College Park 20742

encl. CES Case Study

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Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

   Name ALAN B. KNOX Phone number (608)-263-2737

   Organization UNIVERSITY OF WISCONSIN - MADISON

   Street Address 225 NORTH MILLS; 264 T.E.B.

   City or Town MADISON State or Province WISCONSIN 53706

   Nation USA

2. Check whether this case is based on

   (X) an actual program

   ( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   NATIONAL ISSUES FORUM PROGRAM

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). K. CITIZEN

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   JUNIOR COLLEGE

6. Basic characteristics of service area

   A. _____ geographic size (such as square miles or kilometers)

   B. 200,000 population (number of people living in area)

   C. urban urban/rural (density of population)

   D. _____ nationwide

7. Year(s) covered by the case description 1983-1986

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NATIONAL ISSUES FORUM

A. Setting

For four years, Grand Rapids (Michigan) Junior College (a 2-year community college) conducted a National Issues Forum program designed to help adults in the area understand domestic policy issues. Established in 1916, the College was the first junior college in the state. In addition, there are several church related colleges in Grand Rapids. Other public universities in southwestern Michigan include Grand Valley State College, which is less than a half hour's drive west near Allandale. Other universities are more than an hour's drive away and include Michigan State (East Lansing), Western Michigan (Kalamazoo), Ferris State (Big Rapids), and Central Michigan (Mount Pleasant). In addition, there are public community colleges, public schools, and private colleges in southwestern Michigan, most of which provide educational programs for adults.

Grand Rapids has a population of almost 200,000 people, with more than a half million in the metropolitan area, and it is the second largest city in the state, after Detroit. Long famous for furniture manufacturing, Grand Rapids is the center for wholesale trade in southwestern Michigan and the location of 700 manufacturing companies and 60 printing plants. It tends to be a conservative middle sized city with a predominantly working class and middle class population, many of them working for small businesses and attending small churches. It is the location of the Gerald R. Ford Museum and Presidential Library. Adverse economic conditions during the past decade have affected Grand Rapids much less than Detroit as reflected in unemployment rates and business failures, in large part because of the diversified local economy.

B. Outcomes

1. Goals

The National Issues Forum program of Grand Rapids Junior College is based on materials and guidelines provided nationally by the Domestic Policy Association, with support from the Kettering Foundation. The National Issues Forum (NIF) is sponsored in Grand Rapids by Grand Rapids Junior College (GRJC) and the Ford Museum. Many similar programs are conducted in many cities throughout the US, but the local sponsors vary greatly--including schools, universities, libraries, and associations such as the League of Women Voters. In each of these cities, one or more local organizations serve as convenors of NIF programs.

The general goal of NIF is to provide a relatively neutral forum for local citizens to discuss and better understand controversial national issues related to topics such as taxes, social security, schools, agriculture, and the monetary system. The main emphasis is on individual development as adults discuss various facts and viewpoints for the purpose of increased understanding and informed decisions, based on deepened social values. A related goal is to convey citizens' informed conclusions to policy makers and the general public. Local convenors can decide how they want to use NIF materials and procedures, along with program emphases.

2. Benefits

After the first few years when the College sponsored a few forums, a volunteer coordinator began a vigorous collaborative approach with other community organizations. During the third (1984-85) and the fourth (1985-86) program years, five or six organizations conducted about 15 programs, which

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attracted about 600 to 800 people. The organizations included colleges, senior citizens groups, the League of Women Voters, a library, and the Urban League (an association to achieve social progress for Black people). During the Fall and Winter of 1985-86, study circles were added to the large public meeting format of earlier forums. Television, radio, and newspapers were used to inform a larger audience about the issues, and at the conclusion of the series of forums, a report to local policy makers held in the Ford Museum Auditorium attracted a hundred people.

For the six to eight hundred people who participated during the third and the fourth program year, the main benefit seems to have been increased awareness and understanding of domestic policy issues. Those reached through the mass media may have barely experienced heightened awareness, and in the fourth year, the study circle participants probably achieved deeper understanding and perhaps strengthened commitment. However, the organizers and other observers recognize some shortcomings which they want to strengthen in the future. These include more attention to action results such as increased influence on policy makers and citizen action in community problem solving. Unfortunately, national issues seem remote from actions that can be taken locally by citizens. The organizers also wish to broaden the participants beyond the predominantly middle class clientele, to serve more working class and minority adults.

C. Process

1. Planning

In recent years, a retired businessman has served as NIF coordinator in Grand Rapids for the College, and its co-sponsor the Ford Museum. He worked with a steering committee composed of people from the co-sponsors, potential convening organizations, and interested forum participants. Recently some

policy makers such as a State Senator, have been added. People from each convening organization do their own planning for moderators, panelists, facilities and publicity. The Domestic Policy Association (DPA) provides the booklets with readings for each topic, a handbook for local convenors, discussion guides, and questionnaires. The coordinator encouraged the convenors from each cooperating organization to use the approach that worked best for them. For example, a retired executive conducted one forum for senior citizens one year, and two forums the second year. He was also a member of the steering committee and willing to explain the program to other community organizations interested in becoming NIF convenors. Although the College President and other staff members, along with the Museum curator were generally supportive of the NIF program throughout, the forums and study circles were planned and conducted quite independently of other activities of the co-sponsors, under the general direction of the volunteer coordinator.

The analysis of context and needs tended to be implicit, as the coordinator and steering committee members shared the assumption of DPA, Kettering staff, and the College President and Museum curator that increased citizen understanding of domestic policy issues is desirable. The DPA Handbook for convenors contains suggestions about local needs assessment. Local needs assessment consisted mainly of being responsive to participants expressed interests when planning the program for the following year.

The content and objectives for the three topics and related issue books is decided cooperatively by DPA and Kettering staff, with input from local communities. Typically, the Public Agenda Foundation identifies about eight emerging issues, which are sent to about 200 local convenors for reactions, which are considered when selecting the three topics for the year. The readings, discussion guides, and convenor training set the framework and content for the NIF program which is then adapted locally.

2. Methods

The basic educational process consists of readings and presentations for large or small groups of local citizens who then convey their opinions about the issue in writing and meetings with national and local policy makers. For each issue, DPA prepares a 30 page issue book which includes an overview of the topic to reflect various viewpoints, and a questionnaire that participants can complete at the conclusion of the program. Some forums are meetings (often a single session) for which participants are encouraged to read the issue book, and then attend a meeting which might start with a panel or starter film followed by questions and answers. (It appears that a majority of the people who attend a forum have not read the issue book beforehand.)

Recently, an increasing part of the participation is in small group study circles that meet for two or three sessions on a topic, for discussion based on readings. Some of the large group meetings were televised, at least in part, and arrangements made for viewers to telephone questions to panelists. News coverage by television, radio, and newspapers may increase public awareness of the issue and of opportunities to participate in future NIF programs. The main television coverage is for rebroadcast sometime later.

The summary of participant opinions about the issues at the end of a program on a topic is then shared with the participants (so they can compare their views with the distribution of views by other participants) and with local and national policy makers. This occurs through written reports and public meetings. A meeting to present conclusions to local policy makers attracted many people, including involvement by a US congressman, a State senator, a county commissioner, and a city manager.

With the possible exception of participants in study circles who read the materials and then discuss them for several sessions, most of the participants in the total programs devote only a few hours of their time to any topic.

3. Improvement

Efforts to improve the local NIF take many forms including informal evaluation and staff development, with contributions at both local and national levels. The local coordinator has encouraged comments by participants and planners each year to identify aspects of the program that were going well and improvements that should be made. Positive conclusions include: emphasizing quality more than quantity contributes to program success, the program provides increased opportunities for local citizens to discuss public issues in a neutral forum, and participants are appreciative and supportive of the program.

The coordinator and planners have used some of last year's suggestions for improvement as recommendations for changes next year. Following are some examples. At a large group at a forum for a few hours, participants were unable to analyze an issue in much depth, so next year there will be more emphasis on study circles that meet for several sessions to discuss readings and viewpoints. Many participants did not read all of the prior readings, so there will be more emphasis on doing so and a version of the issue book is now available with similar content but at a lower level of reading difficulty. The requirements for television coverage tended to shape the program, so there are plans to prepare public television programs for local broadcast so that they enhance the effort and not detract from it. Several hours of coverage can be edited to fit a half hour or one hour rebroadcast.

The improvement efforts were by the local coordinator and planners, but some were by people associated with the national DPA. The national contribution included a newsletter with reports and suggestions from other local NIF efforts; consultants and staff who were helpful through phone calls, correspondence, and sending reports; and various meetings that provide both information and inspiration for local NIF leaders. Past examples of contributions from the

national organization include events such as Presidential library conferences and "Washington Week" where local convenors and participants can interact with each other and with policy makers such as former US presidents, and elected and appointed officials. A wingspread conference provides orientation for convenors, and local leadership workshops conducted with support from DPA reach a larger number of people who serve as organizers and moderators of forums and study circles.

4. Participation

A central outcome is encouragement of local citizens to discuss public policy issues. In a program that consists of one or two sessions for most participants, there is little distinction between attracting and retaining adult learners. However, participant satisfaction with the experience is important as stimulation of future participants who hear good reports, and as a source of convenors and planners.

The decision to have cooperating organizations who would organize forums and study circles for their members, increased and broadened the participation. There was also a concern about the many more citizens who could benefit from the program, especially working class and minority adults. This led to a decision to add to next year's list of convenors, groups such as farm organizations, churches, and a black professional women's study circle. It takes much coordinator and advisory group time to maintain cooperation from such community organizations. One difficulty may be that although the total number of people who participate may be large, those in any forum or study circle may be from the same organization and thus fail to benefit from differing viewpoints. However, this occurs in the area wide forums which include a mix of participants from various organizations.

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D. Inputs

1. Participants

The characteristics of the 600-800 participants each fall are typical of such programs elsewhere, with relatively high levels of both formal education and social concern. The association with cooperating organizations results in concentrations of older adults in the forums run by the senior citizens groups, of League of Women Voters in their forum, and Urban League members in their forum. The policy makers who attend the reporting session, and the general public reached by the mass media can be thought of as additional categories of participants.

2. Needs

Information about current educational needs of potential participants has accumulated gradually from reports by DPA staff based on experience in other cities, and from the experience of the coordinator, steering committee and convenors and from comments by participants. Although no formal needs assessment has been conducted, general impressions have been useful for planning responsive programs. However, the emphasis has been on interest and increased awareness of public issues. It is more difficult to obtain information about educational needs related to participants' efforts to use increased understanding for informed decisions and action related to those issues.

3. For the past few years, the coordinator has served on a volunteer basis and has devoted about four days a week to that role between September and November. People who are interested in NIF from the College and Museum as co-sponsors, and the cooperating organizations, as well as the convenors and panelists, also volunteer their time. The convenors who make arrangements for forums and study circles on behalf of their cooperating organization, handle most of the arrangements for publicity, facilities, equipment, and materials.

4. Content

The subject matter content for forums and study circles is set by the DPA issue books. In 1983 the topics were: National Security, Nations Schools, and Federal Deficits. In 1984 the topics were: Health Care Costs, Changing Work, and Environmental Protection. In 1985 the topics were: Welfare, Soviet Relations, and Taxes. The topics for 1986 were: Agriculture, Immigration, and Crime. The current participants seem satisfied with the readings, and the alternate version at a lower reading level makes the readings less of a barrier. Local television coverage constitutes supplementary content, especially in the form of locally produced videotapes for rebroadcast. This is helped by the College having educational television facilities and good cooperation from public access cable television.

5. Finances

Although substantial resources flowed into the program, very little was in the form of money. The DPA contribution to local NIF programs are mainly subsidized by Kettering Foundation. Participants pay their own expenses to attend conferences and workshops for which program costs are subsidized, and there is a $3.00 charge for each issue book which is usually paid by the learners. Increasingly, the College is providing books without charge. Local forums may purchase some issue books for people who cannot afford to pay for them, and there is some modest expense for starter films and tapes to begin discussion, and for travel and luncheon costs. Because all staff are unpaid volunteers and co-sponsor staff who help with the NIF program do so as an in-kind contribution, there are no personnel costs.

In addition to the free assistance by cooperating organizations (including use of facilities), the two co-sponsors absorb many costs that would otherwise have to be paid for. For example, the Ford Museum provides free use of the

auditorium and parking space, along with support services such as film projectionists and publicity. The College provides office space for the coordinator, along with secretarial assistance, and services such as telephone, duplicating, parking, use of conference rooms, public relations, and video production. The director of the center in which the coordinator is officed is interested in the NIF program and provides advice and encouragement.

6. Facilities

As indicated, all facilities are donated by co-sponsors and cooperating organizations. They seem to be satisfactory for planning and conducting forums and study circles.

7. Other

The cooperating organizations provide a distinctive input to the local NIF program. In addition to volunteers and facilities, they encourage their members to participate, and they help contact policy makers. It takes much coordinator time to establish and maintain such arrangements. The input by DPA goes beyond the evident issue books, newsletter and conferences. The famous people, DPA staff and consultants, as well as coordinators and convenors from local NIF programs around the country who attend DPA conferences provide an incentive and reward for the local coordinators who attend.

E. Evolution

Grand Rapids Junior College (GRJC) was one of the original local institutions involved with DPA during the planning stage of NIF. The interest of the president of the Kettering Foundation in increasing the level of what he called "civic literacy," so that citizens would be better informed about domestic policy issues contributed to the formation of DPA to stimulate and guide the provision of local NIF programs. He was joined by one or two other

people who helped shape the original idea and soon people associated with DPA were contacting local people likely to provide leadership in the planning and implementation of NIF programs. One of the people whom the DPA staff associate contacted was the GRJC Dean of Academic Services. They had known each other before. The College Dean attended initial planning meetings and the first Wingspread Conference for DPA. Resultant enthusiasm for NIF by the Dean contributed to support by the College President who invited the curator of the Ford Museum to serve as a co-sponsor. A staff member at the College with many other responsibilities as well, served as the first NIF coordinator.

In the first year, there was one forum on each of the three topics. Each forum had a moderator and several panelists, and was held in the auditorium of the Ford Museum. Some local committee members attended the first Presidential Library meeting in Ann Arbor, Michigan, which increased public awareness of NIF and conveyed a sense of its importance. The plan and format the second year was very similar.

The Kettering Foundation President had earlier been a Federal Cabinet Officer in the Ford Administration, which helped with arrangements for former presidents Gerald Ford and Jimmy Carter and other prominent government leaders to participate in the early Presidential Library Conferences, the second of which was held at the L. B. Johnson Library in Austin, Texas. The current NIF coordinator for GRJC was approaching early retirement as an executive in a local company, had been a community representative on the GRJC Steering Committee for NIF, and was invited to attend the Second Presidential Library Conference in Texas.

This was a very moving experience for him. Talking with DPA staff and consultants, NIF program coordinators from other cities, and dignitaries there for the report of NIF conclusions to public policy makers, such as former US Secretaries of State and Defense, resulted in a commitment to devote some of his

retirement time to NIF. The participation in a DPA Wingspread Conference that followed resulted in some new ideas to expand and strengthen NIF in Grand Rapids, by involving more organizations and participants. The President of the College and the curator of the Ford Museum, asked him to serve as the new coordinator and he agreed. The result was the greatly expanded NIF program in the third and fourth years. The main ingredients were the steering committee, cooperating organizations that coordinated forums for their own constituencies, media coverage, and the report to local policy makers. Local enthusiasm for this program is high and there are many ideas for how to improve it in the future.

F. Influences

After only four years, NIF programs now occur in many cities around the country. This rapid expansion since 1981, along with program topics format, and participant characteristics reflect many influences both national and local.

A major positive influence has been the ideas, contacts, and resources of the President of the Kettering Foundation, who was formerly a University President, and then a Federal Cabinet member concerned with domestic programs. Also involved in the development of the DPA idea was someone connected with the Public Agenda Foundation, which conducts survey research to understand societal trends and issues.

Their views of citizen attention to domestic policy issues were influenced by general societal trends. Widespread beliefs during the 1950s regarding progress, science, and resources were shaken during the 1960s with pluralistic views of fundamental value choices regarding issues related to foreign policy, natural resources, and alternative life styles. By the 1970s, the world was shrinking even further and it was becoming even more difficult to make choices

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about major issues such as civil rights, abortion, defense policies, equal rights, and drug abuse.

A long standing interest of Kettering Foundation in what it means to be a US citizen in a changing society, contributed to a foundation interest in redefining what it means to be a citizen, and it seemed timely to do so. This led to a decision to fund DPA and NIF. Other people helped to shape DPA, such as a consultant who formerly coordinated the American Issues Forum with support of the National Endowment for the Humanities at the time of the US Bicentennial celebration, and the Director of the Center for the Study of Citizenship at Syracuse University.

Some of the positive influences were local and specific to Grand Rapids, Michigan, which is the home town and location of the Presidential Library of former US President Gerald Ford who participated in a NIF Presidential Library Conference. The interest of the Ford Museum curator and the GRJC president, as co-sponsors helped greatly. In addition to informal subsidy and support their strong interest encouraged cooperation of many kinds. The lack of a major university in Grand Rapids may have made it easier for GRJC to take the lead in this project. Good working relationships between the College Dean and the DPA staff associate contributed to early involvement in DPA planning. The lack of very many local educational programs for adults regarding public responsibility meant that local adults with such interests had few alternatives available. The lack of such continuing education offerings reflects the growing emphasis on cost recovery programs by many providers in recent decades. As a result, the proportion of work related educational programs for adults has been increasing and non-occupational programs that require subsidy have been decreasing.

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There have been some negative influences. NIF topics and materials have been decided cooperatively by people in the leadership of DPA and related staff support from Kettering Foundation with input from about 200 local convenors. In an age when citizens are urged to "think global and act local," national policy issues tend to seem remote to many adults who are uncertain what they can do differently after awareness and understanding has been increased. This is a particular problem for the many citizens who lack confidence that they can influence public policies.

Other efforts to involve local citizens in discussions of important public issues have waxed and waned. Examples include the adult education for public responsibility projects of the Fund for Adult Education in the 1950s and in the early 1960s, the Great Books program, and the Great Decisions discussion groups and forums of the Foreign Policy Association. The same types of adults tend to participate in all of these programs; people with relatively high levels of formal education and social concern. There tends to be little involvement by working class and minority adults. Citizens with a sense of political efficacy and connection with the power structure seem to enjoy discussing policy issues. People who feel powerless and estranged tend to want a more action orientation. Even a snow storm can be an influence, such as the one that cancelled one of the forums in Grand Rapids.

G. Other

The influence of the coordinator on the current NIF program in Grand Rapids has been substantial. In contrast to the former coordinator, and other coordinators elsewhere, who have many other responsibilities, this coordinator's decision to use a major part of his time in retirement, constitutes a large subsidy of volunteer staff time. When this time was combined with his dream of

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what a NIF program could add to his community, the result was a concerted effort to increase program quality while expanding the number of organizations and participants. While the program has enjoyed this assistance in recent years, it does leave a question of continuity when a transition is made to his successor.

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Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

Name Charles Kozoll Nancy Lauts Harvey Schweitzer Phone number (217) 333-7368

Organization Office of Continuing Education & Public Service University of Illinois

Street Address Suite 202 302 East John Street

City or Town Champaign State or Province Illinois

Nation USA

2. Check whether this case is based on

(X) an actual program

( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

Educational Programs for Local Government Officials in Illinois

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). K. Citizen - Local government

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

University of Illinois and Community Colleges

6. Basic characteristics of service area

A. 45 counties geographic size (such as square miles or kilometers)

B. * population (number of people living in area)

C. primarily rural urban/rural (density of population)

* Est. total population per county served: 35,000

41c/1

AN ILLINOIS CASESTUDY: EDUCATIONAL PROGRAMS FOR LOCAL GOVERNMENT OFFICIALS VIA TELECONFERENCING

A. SETTING

Delivery of educational programs for local government officials is an important component of the Community Information and Education Service (CIES) project. This cooperative project, partially funded by the W. K. Kellogg, initially involved the University of Illinois and five central Illinois community colleges. Its overall objective was to support local efforts to improve communities located in a 33-county area through information and educational assistance to public officials and other community leaders. Audioteleconferencing was used as an effective way to reach local government officials in rural areas with educational programs.

Divisions of the University of Illinois cooperating in the CIES project included the Office of Continuing Education and Public Service on the Urbana-Champaign campus, the Illinois Cooperative Extension Service, and the Office of the Associate Vice President for Public Service. Other partners in the CIES project included five central Illinois community colleges: Lakeland College, Richland Community College, Lincoln Land Community College, Spoon River College and Carl Sandburg College. The CIES project worked closely with other units of the University of Illinois, other institutions of higher education, state agencies, and a number of professional associations in planning and implementing educational programs.

This case study will focus on the efforts of the CIES project to provide county board members and county commissioners with

opportunities to learn more about their roles and responsibilities, and about specific problems and issues facing local governing bodies today. The major initiative to accomplish this was a series of programs delivered via the statewide audioteleconferencing network, TeleNet, of the Illinois Cooperative Extension Service.

In Illinois, as in states across the country, the business of managing local tax dollars and other resources is carried out by hundreds of municipal, county, township, and special purpose units of local government. The county is an important unit of grass-roots government in most areas. Illinois counties provide a broad range of services to meet the needs of their citizens in three categories: 1) services which state law requires them to perform, 2) optional services which are authorized by state law, and 3) regulatory functions.

There are 102 counties in Illinois with populations ranging from 5.2 million in Cook County to 4000 in Pope County. In each county an elected board has both policy making and managerial responsibilities. As part-time officials, members expertise varies a great deal.

Recent research indicates that board members rely a great deal on personal experiences - including occupational specialization, problem solving skills, and community activities -- in conducting local government business. These personal experiences seem adequate for routine, day-to-day activities. They appear to be inadequate preparation, however, for dealing with more complex issues such as collective bargaining, environmental problems and health care.

B. OUTCOMES

1. GOALS

Three major goals evolved in the CIES project. They were:

-To provide opportunities for local leaders to explore community issues through educational programs.

-To assist local leaders in effectively locating and using a wide-range of technical resources available to them from the University of Illinois and other educational, governmental, and professional sources.

-To provide focused informational programs for local government officials.

The teleconference series of county officials was an integral activity of the CIES project designed to meet these goals.

2. BENEFITS

Benefits from the programs for local government officials over the past five or six years fall into four categories:

-Numbers of part-time local government officials reached through educational programs.

-Changes in leader's knowledge and impact on decisions made.

-Increased reliance by local government officials on the University of Illinois and other sources of reliable information.

-Interinstitutional and interagency collaboration in delivering educational programs.

Since 1981, approximately 8,000 local officials, community leaders, and citizens participated in nearly 200 CIES sponsored educational programs delivered through a variety of methods. Since 1982, the project has hosted seventeen different teleconference programs for county officials using the Cooperative Extension Service's TeleNet system. In 1986 two additional teleconference programs were offered to officials from small municipalities.

To learn more about what impact teleconference programs were having, a telephone survey was conducted in 1984 to gather information about the impact of the two specific programs for county board members. One addressed newly passed state legislation on collective bargaining and the other focused on problems of providing adequate county detention facilities. The survey revealed that county board members were joined at these teleconference programs by other officials and that information gained from these programs was widely shared by participants with other officials unable to attend the sessions.

It was evident that information from the two teleconference programs contributed to a greater understanding of the issues discussed and to specific action. For example, several county board representatives said that following the teleconference program on collective bargaining their counties held seminars for all board members and other county officials.

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Still other counties reported that they had contracted with outside professionals to provide assistance in upgrading their personnel policies and to prepare officials for collective bargaining. In one county a special committee had been formed to oversee collective bargaining.

Following the teleconference program on jails, several county boards began to examine the adequacy of their existing facilities. Numerous counties began exploring financial options for building a new facility. Several board members said their counties had hired consultants to assist them in bringing their jails up to standards. Two neighboring counties in southern Illinois reported that the teleconference program on jails was a major factor in their decision to join in a six-county feasibility study of jail conditions and needs. Another county held three hearings for taxpayers on building a new jail; one other formed a building commission.

Many benefits have accrued because of collaboration CIES fostered between various institutions and agencies in planning and in delivering its educational programs. The county board teleconferences have been strengthened by the active participation of staff from the University of Illinois, state agencies, professional associations, and many educational institutions. Stronger programs, greater access to expertise and increased potential for continued support to programs for local government officials resulted from this cooperation.

C. PROCESS

1. PLANNING

From its inception the CIES project involved local leaders and citizens and institutional and agency representatives in both program planning and delivery. An extensive system of district advisory committees

and subcommittees was established along with a state advisory committee and several internal project committees to ensure both program user and provider input.

In the case of teleconference programs for county boards and other local officials, a committee of representatives of these audiences were involved in identifying critical issues, designing the educational programs and promotion. Members of county and regional Cooperative Extension staff were involved at all stages of the process. County offices with TeleNet facilities were sites for program delivery and advisors were instrumental in soliciting the support and participation of county board members.

2. METHODS

The use of audioteleconferencing for CIES county board programs was made possible through close cooperation with the Illinois Cooperative Extension Service and use of its statewide TeleNet system. This system is a dedicated, four-wire audio teleconferencing network. It uses a Darome bridge and Darome model 611 speakers. The network is installed in each of the county and regional Extension field offices. Each of the Extension regions has its own network. The bridge allows the CIES team to access any combination of networks for programming purposes.

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All programs have been marketed to county board audiences by county Extension staff using materials provided by the CIES project. Minimal registration fees were charged to recover some of the costs incurred in offering the programs. For the convenience of part-time local officials, CIES teleconference programs were routinely offered twice over the course of a day, once in the afternoon and again in the evening.

3. IMPROVEMENT

Improvements were made in educational programs for county board members via teleconferencing in both program content and program delivery.

Program Content - As in the case with all CIES programs, evaluations were made after each teleconference program. To gain insight into participant acceptance of the teleconference programs, each was evaluated using a Computer-Aided Program Evaluation (CAPE) system which was developed by CIES staff early in the life of the project and enabled program planners to capture information on both the content and the structure of each teleconference. CAPE has helped to analyze audience characteristics, interests and subject matter needs.

Program Delivery - Audioteleconferencing, as a method of educational program delivery, has its own unique characteristics and requirements for successful use. Careful advance planning must be done to ensure that the host or leader at each site is fully informed about the

agenda and the structure of each session. Hand-out materials and visuals to be used by speakers must be at the program locations. Speakers must be briefed beforehand on how the system is expected to work, how to lead the participants in the use of handout materials or to follow visuals, and how to encourage discussion among participants at several locations.

Extension's experience delivering educational programs over its TeleNet system was invaluable to CIES program planners as they began planning and program delivery for local government audiences. Also,use of CAPE enabled program planners to adjust teleconference format and scheduling to meet audience preferences. Program schedules were greatly influenced for example by early indications from CAPE that local officials like to have sufficient free time to interact informally with each other at the program sites. Program breaks to allow for this were then scheduled. "Dry-runs" or briefing sessions via TeleNet were held prior to the actual teleconference to familiarize speakers with the system and ways to most effectively communicate with their audience. A workshop was held early in the project for CIES staff (state and district) on teleconferencing as a program delivery method.

4. PARTICIPATION

Teleconference programs were aimed specifically at county board members as the primary audience though other local government officials and community leaders often attended the sessions. Participation was encouraged through three related approaches.

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First, county officials were involved in identifying program topics and in helping to plan each educational program thus ensuring that the needs and interests of board members wereaddressed. Participation was thus enhanced by delivering programs that were timely and useful.

Second, county Cooperative Extension Service staff were included on the planning committees. Extension advisers played key roles in inviting and encouraging participation from board members in their respective counties. They also served as "hosts" and organizers at program sessions since TeleNet facilities are located in their offices or meeting rooms.

Finally, usually state agency and other organizations and agencies dealing with local government were involved in the program development process. They, in turn, were instrumental in encouraging county board member participations through their own local contacts.

D. INPUTS

1. PARTICIPANTS

Well over 1500 county board members have participated in the informational teleconferences held since 1982. The number of participating counties grew from an average of 24 per program in 1983 to 45 since 1984.

County board members are part-time officials having other occupations and depending on other sources of income for their livelihood. Many have a high degree of commitment to public service and are willing to invest considerable time to their county position. At the same time, most are limited in the amount of time they can spend on "in-service training" and often are hampered by lack of experience or expertise in dealing with specific county problems.

2. NEEDS

As the CIES project began to focus more sharply on local government officials, particularly county board members, the needs of this audience were more clearly defined. It was determined that areas of major concern to county board members as policy makers and administrators included the following:

Sources of revenue and the budgeting process.

Management and relationships with other elected county officials.

Board structure and operation.

Inadequate jail facilities and support for police protection.

Waste disposal.

Economic development.

Intergovernmental cooperation.

Maintenance of roads and bridges.

Implementation of state mandates.

CIES completed a study in 1982 of the resources that local government officials have used to assist them in community problem

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solving. A telephone survey of 186 local officials indicated that assistance has often been sought from a number of sources including governmental agencies, private industry, consultants, and educational institutions with varying degrees of satisfaction. While educational institutions were ranked fourth in times contacted by local officials, the degree of satisfaction expressed by local officials in the assistance they received ranked second.

Educational programs have typically been offered to local officials by governmental agencies and professional associations representing selected groups of local officials. However, many local officials are unable or unwilling to travel to the sites of these programs which, for reasons of cost and availability of presenters, are often offered at one or two "central" locations in the state. In Illinois, travel to the state capitol, the site for many educational programs, requires a major commitment of time and money for the part-time local official from the northern or southern end of the state.

Also, when organizational budgets are not expanding, and in some cases are being reduced significantly, educational programs are frequently the first to be cut back or eliminated. This has occured in some professional associations and state government agencies in Illinois.

The CIES educational programs for county officials via teleconference endeavored to meet the needs of this audience in terms of both program content and program delivery methods.

3. STAFF

Staff for the CIES project included members of the University of Illinois, Urbana-Champaign campus and persons in five community college districts in central Illinois. With few exceptions, staff had multiple

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assignments, participating in the CIES project as only part of their duties and not supported by project funds.

The CIES director was an administrator in the Office of Continuing Education and Public Service on the Urbana-Champaign campus. Until his retirement in 1985, the CIES co-director was an administrator in the State Cooperative Extension Service. Other positions on a part-time basis included a resource specialist and an assistant, a public information coordinator, an evaluation coordinator, a professional development coordinator and a secretary.

Staff in each of the five project districts consisted of a regional extension director, (Cooperative Extension Service), a regional program director (Office of Statewide Programming - U.I.), an area adviser in community education (Cooperative Extension Service), and continuing education administrators or coordinators at the community college in the district.

4. CONTENT

Educational programs for county board members via teleconferencing dealt with a variety of topics identified as priorities by planning committees. To date they have included the following:

11-15-82	Orientation for Newly Elected County Board Members
4-19-83	Locating and Stretching County Dollars
4-26-83	Law Enforcement and the County Board
2-16-84	Collective Bargaining - What You Need to Know Now
2-23-84	County Jails - Information for Action

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11-08-84	Orientation for Newly Elected County Board Members
11-15-84	Issues in Financial Management
11-29-84	Issues in Personnel Management
2-14-85	State Legislation and County Boards
9-05-85	Essentials of County Budgeting
12-04-85	Issues in Health Care Delivery
3-20-86	The County Role in Siting Landfills
3-27-86	New Challenges to County Government
5-13-86	Economic Development for Local Officials
5-15-86	Economic Development for Local Officials
5-22-86	Hazardous Wastes in Local Landfills
5-29-86	Alternative Waste Disposal Methods

In many instances these teleconference programs were complemented by other CIES programs at either the state or district level for the general public and community leaders.

5. FINANCES

The CIES project received significant initial financial support from the W. K. Kellogg Foundation for five and one-half years. The Foundation provided support for staff salaries, travel expenses, and a variety of other administrative and program development costs. Participating units of the University of Illinois and community colleges involved in the project also contributed staff time and other resources to the overall project.

The presence of Foundation support provided the project with considerable flexibility, particularly in the design of implementation of innovative programs and use of different program delivery strategies. The

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collaborative nature of the project facilitated the use of resources existing in participating institutions. And, a project policy of charging small fees for programs all contributed to the financing of project activities.

The county official teleconference series has been developed and maintained over the last four years by this mix of financial and other institutional supports. Usual program costs include: presenter honoraria, and duplication and mailing of promotional brochures and participant packets. Occasionally there will be presenter travel expenses.

Cost of the program which are contributed by participating organizations and other supportive agencies include the use of the TeleNet system provided by the Extension Service. This is a most significant contribution because it covers both equipment use and telephone charges. Also, use of county offices and on-site assistance in program promotion and delivery provided by local Extension staff keeps program costs reasonable. Lastly, no-or low-cost presenters and materials are frequently provided by state agencies or professional associations.

A county registration fee of between $10 and $20 per program is charged by the CIES project. This fee is used to cover program expenses. Fees collected from less expensive programs are sometimes used to subsidize more expensive or more specialized programs.

6. FACILITIES

Office space for CIES staff was provided by the sponsoring educational institutions on the Urbana-Champaign University of Illinois campus, regional offices of the Cooperative Extension Service and the Office of Statewide Programming of the University and community colleges as part of their support for the project.

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County Extension offices and meeting rooms equipped with teleconferencing equipment in the statewide Extension TeleNet system were used in the teleconferenced programs.

No specialized facilities or equipment were provided through CIES funding during this first phase of the project. Phase Two of the project includes plans to expand teleconferencing capability through the addition of an alternative system complementing the current TeleNet system.

E. EVOLUTION

The CIES project, of which teleconferencing was an integral part, was a natural outgrowth of community programs and smaller projects in which the University of Illinois Office of Continuing Education and Public Service (OCEPS) had participated with the Cooperative Extension Service (CES) and with state community colleges. These experiences led University of Illinois staff from OCEPS and CES to perceive a serious need in Illinois for information and education on local and regional problems. They believed that the resources of the University, other educational institutions in the state and, state government could be harnessed in a concerted effort to provide current, usable information and valuable educational opportunities to residents of the state. Staff from OCEPS and CES developed a proposal for a Community Information and Education Service, solicited the support and cooperation of five central Illinois community colleges, and submitted the proposal to the W. K. Kellogg Foundation for funding.

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The project was favorably received by the Kellogg Foundation and was initiated by a four-year grant awarded to the University of Illinois in December 1980. In 1984, the Foundation granted an 18-month extension to allow operations to continue to June 1986.

In its initial stages heavy emphasis was placed upon community needs identification by district teams working with advisory committees. District and central project educational programs were devised to meet the needs of local leaders and citizens in dealing with these problems. Resource files were developed by the central staff, professional development programs were held for all CIES staff, public information strategies were devised, and a computerized program evaluation system was developed to feed back into the program development process.

After nearly two years of experience providing programming on community issues to a broadly defined community based leadership, it became evident to project staff and advisory committee members that training for local government officials was most central to many issues facing Illinois communities. Programming conducted by the overall project was then largely refocused to address the needs of local government officials for information and training to help them carry out their responsibilities.

This decision to provide information and educational opportunities for local officials led CIES staff and advisory committees to use of teleconference technology to reach groups of officials sharing common concerns, if not locations. A project advisory committee in the eastern part of the CIES project, aware of Extension's county-based TeleNet teleconference system, suggested using the system to deliver orientation

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information to newly elected county officials in a ten county region. These new officials represented and important, but relatively small and scattered audience.

From this suggestion, the proposal was expanded to offer the orientation program to a project-wide audience of 33 counties. The first teleconference program was successful, and led to the use of the technology to provide the many subsequent programs to a statewide audience of county officials.

F. INFLUENCES

Several positive influences contributed to the program effectiveness:

1. The educational need was present. Educational programs for county board members were needed and appreciated.
2. Audio teleconferencing was an acceptable form of information delivery to county board members. It offered convenience at a low cost to participants.
3. County board members were willing to become involved in planning for the teleconference sessions thus ensuring relevance and participation .
4. University of Illinois OCEPS and CES staff members worked closely together along with CES field staff in planning and delivery of programs.

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Some negative influences affecting the program included the following:

1. Not all county CES staff were supportive of the program for a variety of reasons including competition for their time and preoccupation with agricultural problems.

2. Use of the CES Telenet system tended to diminish the direct participation of community colleges in educational programs for county boards.

3. There was reluctance on the part of some counties to charge a registration fee sufficient to cover the costs of program materials.

4. Changes in funding and staff assignments necessitated making changes in staff leadership and project support.

G. Other

Following are several conclusions reached by the CIES staff regarding the use of audioteleconferencing for program delivery.

-Audioteleconferencing is an accepted form of information delivery to local officials. Evidence of this is the expansion of the use of this method from three central Illinois regions to statewide delivery of the programs and expansion of the number of counties offering programs to their board members from 25 to 65.

-Audioteleconferencing works best for relatively short, structured presentations.

-In well structured audio teleconferences, interaction in the form of questions, answers and discussion

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between participants adds significantly to learning.

-Involvement of the learner in the teleconference program planning process enhances learning and increases the commitment of the learner to the program effort.

-Instructional support materials are key to the success of teleconference programs.

-Teleconferencing is a low-cost method of delivering programs simultaneously to several local sites conveniently located for participants.

-Teleconferencing can be effectively used in staff training and project management.

Lessons learned from the past five years of project operation will be used to guide efforts in Phase Two of the CIES project aimed at expanding the availability of continuing education opportunities for a statewide audience of local government officials.

Teleconferencing is not seen by the CIES project staff, however, as the ultimate substitute for more traditional program configurations. There are real benefits to in-person meetings, including the opportunity for social interaction and the ability to meet for larger periods of time. Even with its limitations, however, the CIES project staff remain optimistic about the teleconference as a very effective way to provide high quality programs to statewide audiences.

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REFERENCES

Lauts, Nancy R. and Edwin W. Vernon. "Learning Opportunities forLocal Government Officials -- A Teleconference Case Study." Teleconferencing and Electronic Communications, Vol. IV, University of Wisconsin - Extension, 1985

CIES Final Report, 1981 - 1986 "The Community Information and Education Service Project". University of Illinois, 1986

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Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

   Name LINDA B. KNOX Phone number (608) 263-2937

   Organization UNIVERSITY OF WISCONSIN

   Street Address 225 N. MILLS

   City or Town MADISON State or Province USA

   Nation USA

2. Check whether this case is based on

   (X) an actual program

   ( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   YWCA REFUGEE PROGRAM

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). L. DISADVANTAGED

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   YWCA

6. Basic characteristics of service area

   A. _____ geographic size (such as square miles or kilometers)

   B. _____ population (number of people living in area)

   C. SUBURB urban/rural (density of population)

   D. _____ nationwide

7. Year(s) covered by the case description 1979-1986

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YWCA REFUGEE PROGRAM

WORLD PERSPECTIVE

A. Setting

In an affluent suburban midwestern city of 60,000, a local Young Woman's Christian Association (YWCA) serves as the provider of a model refugee education project. This predominantly middle class community is about an hours drive from a large metropolitan area which includes a major U.S. city. The community and surrounding area has a diversified employment base and is increasingly gaining industry from the major city as industry moves along the major highway into the suburbs.

The community has a refugee population from Vietnam, Cambodia and Laos of approximately 3,000 persons, and has been designated "an impacted area". The current refugee program was funded in 1979 to help alleviate the crisis experienced by recent immigrants to the U.S. as well as to help the community provide them with the education and services they desparately needed.

B. Outcomes

1. Goals

The primary goal of the refugee program is to help refugees become self supporting and self sufficient productive members of American society by teaching them the English language and helping them find full time employment. The emphasis is on the refugees becoming self sufficient as soon as possible. This is achieved through an emphasis on Vocational English as a Second Language (VESL) and job

training and placement. In addition to job training for an employable skill, other program goals include helping make the adjustment to American life manageable for the adult refugees and their families. Accordingly, the three program areas are: instruction, employment, and adjustment.

2. Benefits

By the creation of a comprehensive program which attends to all the needs of the refugees, over 2400 of the 3000 refugees in the community have been employeed. Currently, 25-30 persons a month are being placed in jobs. They have been accepted as valued members of the working community and employers ask for employees from this population because of their excellent work record. Some even own their own businesses. Another measure of success of the program can be seen in the academic progress that the children in the family make in school. Many names appear on the local high school's honor role for achievement.

C. Process

1. Planning

The Director of Community Services at the YWCA sought to create partnerships with other community providers in hers and in neighboring communities. This included the local community college and the public school system. She answered a Request for Proposal from the state Department of Public Aid - Refugee Office, and wrote a proposal that was funded in 1979 for $75,000. The YWCA has succesfully run an English as a Second Language (ESL) program for many years, and this new program was building upon that strength.

The staff at the YWCA who had worked with the ESL program contributed to the planning of the refugee program as well as the

administrator of a refugee agency that was the coordinating agency for all refugee programs in that portion of the state. This agency provides technical assistance to programs such as this one.

An Advisory Council of ten men and women serve the project to help assess employment needs and access employers in the area.

2. Methods

The Director designed a comprehensive program to serve the needs of the refugees and the needs of the community, which was being "inundated" with over 200 refugees arriving a month. There are coordinators responsible for the three main parts of the program - instruction, employment and adjustment.

The teaching and learning methods used are very ecletic, and are tailored to the specific content being taught. In pre-employment counseling and training "hands on" skill development is used such as: filling out job application forms, simulating job interviews, reading want ads, and using the telephone. In the VESL and general English language classes, conversation as well as "listen and repeat" or audio lingual methods are used. The staff has used materials designed for American adult basic literacy programs and adapted it for non English speakers, as well as designed their own materials for "survival skills".

3. Improvement

The program is constantly being evaluated, changed and improved. When the program started the staff met every week to discuss needed changes. They currently meet everyother week. They set objectives for their department and when they intend to meet these objectives. The director of the project also uses quality circles and finds this technique works very well with the bilingual non-American and American staff working together.

The program is also evaluated by the students and the instructional staff.

4. Participation

Refugees from Vietnam, Hmong people, Cambodia and Laos are the main participants in the program. The population has changed since 1979, with the Vietnamese arriving first, and people from lowland Cambodia arriving now.

D. Inputs

1. Participants

Very little direct marketing was needed to attract the participants. This is the only program within a 40 mile radius, and there is no competition for these services. Word of mouth have provided all of the participants.

Marketing was done, however, to gain the support of employers in the region, and hundreds of letters were sent and meetings were held to acquaint them with the program.

2. Needs

The needs of newly arrived refugees are enormous, starting with the adjustment to a new life and culture, as well as language training, vocational training and help in finding a job. The needs assessment procedures are formal and comprehensive. They begin when potential participants arrive at the office with an "intake interview" which assessess their needs. The clients are also tested for their language ability. The coordinators of the programs get together to discuss all new clients every week, and design individual programs to meet individual needs. There is followup on each client.

3. Staff

The program staff consists of the director of community services, nine full-time staff, (six of whom are bilingual) and twenty part-time teachers and bilingual aides. These staff members are former participants in the program, and have experienced a good deal of personal and professional growth through working as program staff. A problem area in staffing this program has been "burnout" as a result of the intensive identification with the program participants as well as becoming involved in the lives of the clients. Another staffing area in which there has been some problem has been the uncertainty of continued funding and the insecurity that is felt as a result of working on a grant project.

When the program first started, bilingual staff was hired through word of mouth. Referrals were made by the staff of people they knew in the community. American staff were identified through newspaper ads. The project director supervises the coordinators for instruction, employment and adjustment. They maintain activity accounts of their parts of the program. She meets with them every other week to review the program. At the beginning of the program, the then weekly staff meetings also served as "staff development" sessions. Now the staff attends statewide sponsored conferences and workshops.

4. Content

The Project provides educational, and vocational training, employment counseling, job placement, and adjustment services for newly arrived persons.

Instructional services provides English classes and vocational training to prepare refugees for jobs and to facilitate clients'

adjustment to life in mid-west U.S. Students are divided by proficiency level and range from beginning to advanced. Special need classes such as driver's education is also offered.

Vocational training areas include: welding, machine tool, data entry, cosmetology and housekeeping. Trainees also attend VESL as a part of their training. Adjustment services consist of meeting with bilingual case workers who provide interpretation, referrals, group and individual counseling, and other services to ease the process of adjusting to a new life and culture.

The main thrust of the program is employment services Employment counseling and assessment are the top priorities. Employment staff work with over 150 area companies to locate jobs and provide follow-up assistance to employers and clients.

5. Finances

The program is supported by a state grant from the Department of Public Aid - Refugee Program. The current budget is $325,000 a year."In-kind" support is provided by the YWCA in terms of its volunteers tutoring the clients in math, reading, writing as well as driving to doctor's appointments, etc. The YWCA also donates the use of its gymnasium and pool and the use of a camp and retreat center once a year.

6. Facilities

There are two locations being used. The laboratory part of job training (such as welding classes) takes place at the community college and the language training and preemployment counseling takes place at the YWCA.

7. Other

Changes in the refugee population itself changed the program as

it evolved in terms of the numbers of clients served, what skills they arrived with and what they needed to learn, and how much adjustment help they needed. There is less emphasis now on survival skills than earlier in the programs history, and the staff tries now to cut the emotional ties earlier with the clients to enable them to be more self-sufficient.

E. Evolution

As a result of successfully completing this program, the clients have made successful adjustments to life in the U.S. They are considered very dedicated workers, and employers who have hired graduates from this program have asked for additional workers to be recommended. The children of participants have done well in school, and appear to be making a satisfactory adjustment to life in the U.S.

Originally, this small community was concerned about the great number of refugees arriving monthly. The community thought the YWCA was sponsoring all these new residents and there was some ill will. In fact, each person and family was church sponsored. There was not enough housing and no comprehensive services available at the beginning of their arrival. The director of the YWCA and her staff initiated an intensive "community education" program in tandem with the program for the refugees to educate the community. They made speeches at churches, meeting of community organizations, and dispelled some mistaken ideas that were being circulated in the community. After some time the community welcomed and supported this group of new residents.

F. Influences

1. Positive

The staff at the state Department of Public aid have had vision

and encouraged flexibility and creativity in meeting the changing needs of the population and the community. They have encouraged the staff to redesigned the program every year to meet these changing needs. The U.S. State Department's decision to admit refugees from Indo-China was both a humanitarian and a political decision. Once the decision was made to admit them to the U.S., funding programs to help in the absorption of these individuals became a necessity. The director believes the decision to limit public aid assistance to 18 months was a wise decision, and encourages the refugees to become self-sufficient as soon as possible.

Other influences that are positively affecting the program are the refugees themselves as well as the excellent reputation of the program. The employers in the area are eager to hire "graduates" of this program because the refugees are very good workers. The reputation of the YWCA and its administration of the program have also influenced the positive feelings in the community.

2. Negative

Uncertainty over long range funding of the program looms as the most potential negative positive influence. The federal government has also cut down on the services it will allow to be offered and funded by the project. One example of this relates to gaining permanent resident status for refugees. This is a complicated process and necessary if one wishes to be hired to work permanently. The clients need help in negotiating the bureacracy and red tape associated with this process. In the past, the staff at the YWCA was able to help arrange transportation and help the refugees get the necesssary paperwork done. The Federal Government has recently withdrawn this aid from the services it will fund. The YWCA is trying to continue to be of help in this area through the use of volunteers instead of staff.

Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

   Name Frank R. DiSilvestro Phone number 812-335-0686

   Organization Indiana University Independent Study Program

   Street Address Owen Hall 002

   City or Town Bloomington State or Province Indiana

   Nation United States

2. Check whether this case is based on

   (X) an actual program

   ( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   Indiana University Independent Study by Correspondence Program

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). G. HIGHER

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   University

6. Basic characteristics of service area

   A. _____ geographic size (such as square miles or kilometers)

   B. _____ population (number of people living in area)

   C. _____ urban/rural (density of population)

   D. X worldwide

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Case Description
United States
The Indiana University Independent Study
by Correspondence Program
Professor Frank R. DiSilvestro

A WORLD PERSPECTIVE

A. SETTING

The Independent Study by Correspondence Program has been part of Indiana University since 1912. It is currently a program in the Division of Extended Studies, School of Continuing Studies, Indiana University, and provides correspondence courses on the university, high school, and non-credit levels. Adhering to the belief that educational opportunities should not be limited to certain age groups, nor to those able to attend classes on a campus, the Independent Study Program offers approximately 375 courses to students of all ages, located throughout Indiana, across the United States and around the world. The program strives to provide educational opportunities through a variety of delivery modes such as print, audio tapes, and television and seeks to utilize emerging computer technology in the delivery of quality education.

The need for the Independent Study by Correspondence mode of instruction, particularly at the college level, is dramatically growing in the United States, and particularly in Indiana. The National Center for Education Statistics (NCES) in the United States reports that more than 5 million adults are currently enrolled in degree-credit programs. By 1990, one-third of the nation's population will be in the 25 to 45 age group--the years considered to be the primary adult learning years. By 1992, NCES

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reports that the proportion of college students over the age of 25 will increase to 50 percent, and the percentage of part-time college students will increase to 50 percent. Independent Study by Correspondence, therefore, is an attractive mode of instruction for part-time adult learners because it fits their schedule and life style conveniently.

In Indiana, the characteristics of the population also demonstrate a dramatic need for an instructional method which accomodates the learner. Across the state only 12.7% of the males and 11.6% of the females have attended a post-secondary institution for one to three years. In addition, in 40 of the state's 92 counties less than 10% of the male population has completed four or more years of college. In only 17 counties have ten or more percent of the females completed college. In 1980, Indiana ranked 33rd among the states in the proportion of adult population that had completed high school and 47th among the states in the proportion that had completed four or more years of college.

B. **OUTCOME**

1. Goals. The overall goal of the Independent Study by Correspondence Program in the School of Continuing Studies is to assist the student to pursue college-level learning, to earn a high school diploma, or to enhance personal and professional development. Many students would like to pursue college level work but for a variety of reasons may not be able to take a course on campus. For example, students may be closed out of a course on campus, may be working part-time or full-time and

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because of a schedule conflict be unable to attend a course on campus, may not reside near a campus, may be handicapped, or may be ill. However, the primary reason that students take Independent Study by Correspondence courses is to use these courses in pursuit of a college-level degree. Students who take high school courses do so primarily to work toward a high school diploma. Students who take non-credit courses generally do so for personal interest or professional development.

The major goal of the Independent Study Program is to make a college education possible for people who have been prevented from beginning or completing work in a traditional degree program because of work schedules, domestic responsibilities or logistical problems. The Independent Study Program in conjunction with the General Studies Degree Program enable students to complete a degree in General Studies at their own pace and at their own location, and totally by correspondence if desired.

2. Benefits. The Independent Study Program now enrolls more than 16,000 students a year. The history of the program indicates an approximate 10% growth each year. Many students are pursuing a degree at one of the Indiana University campuses. Most of the students are at the sophomore, junior, and senior levels.

In recent years, total enrollments have increased because of the General Studies Degree Program. One of the features of the General Studies Degree Program is that students may complete their degrees through Independent Study by Correspondence without having to take on-campus courses. They may utilize

correspondence study, credit for self-acquired competencies, CLEP tests, and learning from other types of educational experiences transferred to Indiana University.

Former students have reported that the Independent Study Program enabled them to take courses and to pursue degree requirements which they might otherwise have been prevented from pursuing. For these students it is an invaluable extension of the University.

In addition, there are benefits to students who are in unique circumstances. For example, handicapped students may take their course work through Independent Study. Students who must leave campus for an extended period of time or who are student teaching, take Independent Study courses. Students find the courses helpful when they need to earn certification or to acquire continued professional training in particular areas. For example, the Healthcare Financial Management Association Certificate and the International Society of Appraisers Certificate Program allow professionals to upgrade their skills.

C. PROCESS

1. Planning. Planning is based upon a variety of sources of information. The first area is a needs assessment. For many years the program has conducted research studies which are designed to obtain feedback from former and current students concerning their experience with the program. Former students are asked to comment about their instructional experience and to evaluate how well the courses help them meet their educational and personal goals.

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A second area which provides the basis for planning concerns course enrollments on the campuses of Indiana University. The Registrar publishes an annual enrollment report which indicates which courses have the highest on-campus enrollments. Utilization of this information facilitates the design of independent study courses which, in the process of attracting high enrollments, address the needs of students.

A third area of information for planning involves periodic evaluation of the Independent Study Program. In 1982 experienced administrators of other large independent study programs spent two days evaluating the Independent Study Program on site. After we conducted a self study, they evaluated the administration of the program, including admission procedures, organization, and policies. They evaluated operations, involving data entry, marketing, production, and media. They evaluated the university program, the high school program, and the non-credit program. On the basis of that evaluation, the Independent Study Program's goals and objectives were closely scrutinized, and the strengths and weaknesses of the program were documented. The findings were utilized in planning for the future, correcting problems, and improving services to students.

A fourth area is student instructor evaluations. After a student completes an Independent Study course, that student has an opportunity to react to certain dimensions of the course, the instructor, and the Independent Study Program. These evaluations are summarized once each year, and from this feedback the Independent Study Program works to improve its instructional and

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delivery services.

A fifth area involves the instructional faculty. Reactions from instructors concerning their experience with the Independent Study Program are solicited frequently. Responses may include the need to rewrite or revise a course, to revise examinations, or to improve communication with students. Instructor feeback is requested periodically and is incorporated into the overall planning process.

A sixth area of planning involves the administrators of the Division of Extended Studies. The Director of the Division of Extended Studies, the Assistant to the Director, and the Associate Director for Independent Study frequently meet and plan for the future. This planning usually incorporates input from other staff members.

A seventh area for planning involves authors and instructors of noncredit and high school courses. For example, high school counselors throughout the state of Indiana recommend Independent Study as an option for students at their respective high schools. Their reactions to the program are sought through regular mailings.

2. Methods. The methods and materials for teaching and learning in Independent Study are focused around an instructor, assigned textbooks, and a learning guide. In university level courses, for example, a three-hour course typically consists of ten lessons and two examinations--a midterm and a final. Courses which carry more credits have additional lessons or assignments. The learning guide reflects what a teacher would normally do in the classroom. The learning guide takes the student through the

course step by step, guides the student's learning in the subject, and refers the student to selected parts of the required textbooks. Occasionally, audio tapes, video tapes, and television are incorporated into the course.

The Independent Study method can be described as follows: With the option to enroll at any time during the year and take up to one year to complete the course, a student enrolls in an Independent Study course, pays the course fees, and receives the learning guide along with the required textbooks. The introduction in the learning guide serves the purpose of an instructor describing the course goals and objectives on the first day of class if the class were on-site.

The student then starts the first lesson. Each lesson is divided into a number of parts. The first part is the reading assignment, followed by a discussion section, which highlights the main points in that particular lesson. The last part of the lesson is a written assignment, which the student completes and sends in to the instructor. The instructor grades the written assignment and returns it to the student. Some learning guides contain supplementary learning aids, such as self-tests or other types of examples or graphics designed to help the student learn.

When the student is ready to take an examination, the student notifies the Independent Study office, and the exam is sent to a proctor. The proctor is a person at a high school, college, military installation, or U.S. Embassy where students may be supervised when taking the examination. After the student takes the examination, the proctor then seals it and returns it

to Indiana University where it is graded. When the student has completed all written assignments and examinations, the student is then given a final grade which is recorded on Indiana University's official transcript.

One of the unique advantages of this program is that a student in Indiana has access to a toll-free telephone line to talk with an instructor about questions or problems related to the course.

One of the recent developments in the independent study method is to combine on-site instruction with the correspondence format. This method allows an instructor to meet occasionally with the group of students, who may be geographically distant from campus and have the students perform much of the course work at home, and exchange lessons by correspondence. This combination of independent study with on-site instruction has tremendous potential not only in Indiana or the United States but throughout the world. This potential is no better demonstrated than by a project which Indiana University sponsors in conjunction with the South African Committee for Higher Education. In South Africa, through a program called Khanya College, black students are able to take university level courses on-site, but their lessons, assignments, and examinations are sent to Indiana University for grading by faculty in the Independent Study Program. Th South Africa program, therefore, combines the best elements of on-site instruction with correspondence instruction.

3. Improvement. An obscan instructor evaluation form is completed by the student at the completion of the course to

provide feedback about the instructor. The results of the student evaluations are compiled annually. The instructor's performance is summarized on a variety of items and the summary describes the instructor's statistical performance rating in comparison to the average statistical performance of all Independent Study instructors. In addition, a computerized instructor delinquency report is reviewed by the office in order to examine if any instructor has held a student's lesson too long.

Another goal for improvement is to evaluate systematically the university-level Independent Study operation from the perspectives of faculty, students, and Independent Study staff. In one evaluation, university-level faculty members were surveyed in order to assess their perception of the strengths and weaknesses of the Independent Study Program and to receive their suggestions for improvement. Another evaluation involved contacting a sample of Independent Study students by telephone to assess their experience with the Independent Study Program. Finally, the Independent Study staff, as part of the 1982 evaluation, was asked to rate the strengths and weaknesses of the program and and to make suggestions for improvement.

4. Participation. A systematic program is designed to encourage student participation in the Independent Study Program. This is a marketing and promotion effort whereby prospective students are informed about opportunities through the Independent Study Program. Occasionally the professional staff and faculty speak to community groups or appear on television or radio to increase

public awareness of and support for the program. Public service announcements, brochures, and other promotional materials are utilized to convey information about the Independent Study Program to interested audiences.

Brochures for university courses, high school courses, and noncredit courses are mailed to people interested in the program. Systematic brochure mailings to libraries, professional associations, schools, and other colleges are also utilized. Newsworthy events, such as the national awards won by our program, are described in news releases.

Counseling is provided for students in the Independent Study Program. Counselors on all campuses of the Indiana University system help students select courses and use courses toward their degrees. Telephone counseling is also provided. The Independent Study staff tries to personalize their responses to students as much as possible. If students are out of state they may use a toll-free telephone line to contact the central office and secure information.

D. INPUT

1. Participants. Of the 16,000 students enrolled in the Independent Study Program in a given year, 10,000 are college students, 5,000 are high school students, and 1,000 are noncredit students. Most students are Indiana residents, and many are enrolled in Indiana University. The General Studies Degree Program is attracting an increasing number of students who are somewhat older than the traditional college-age student. The balance according to sex is 50 percent male and 50 percent female, with the number of female students showing a steady

increase. The age range is from 18 to 55; the fastest-growing age group is comprised of students between 25 and 45. The oldest student on record was 76 years old, and the youngest was 11.

The program also provides course opportunities for students who are members of particular groups. The program provides college-level courses for people in some countries who would otherwise be unable to take college courses. The Indiana University/South Africa Committee for Higher Education Program, known as Khanya College and funded partially by the Ford Foundation, enables promising black South African students to receive special preparation for pursuing university-level studies. Special assistance has also been given to the United States Marine Corps and to the Indiana National Guard. A major program in conjunction with the International Society of Appraisers provides course work which enables individuals to earn certification as professional appraisers.

2. Needs. The demographic need distribution in Indiana and across the nation is increasingly characterized by older students who are in a period of transition. The College Entrance Examination Board reported that millions of adults are experiencing career transition. Findings released by the National Center for Education Statistics indicate that more students are going to school on a part-time basis and that their ages are significantly above the traditional college-age student. Whether the circumstance be job transition, career advancement, or a need for further training, individuals are finding opportunities to continue college through the Independent Study Program and

the General Studies Degree Program.

3. Staff. The Associate Director of Extended Studies for Independent Study carries responsibility for the Independent Study Program. The Associate Director works closely with the High School and Noncredit Coordinator, the Student Instructional Counselor, the Marketing and Promotion Coordinator, the Production Supervisor, and the Student Services and Records Supervisor. There is a support staff of 30.

In addition, there is an instructional staff of 200 college-level instructors, 45 high school instructors, and 35 noncredit instructors.

All college-level instructors are recommended by the appropriate University academic departments. High school level instructors are recommended by local high schools or by the Indiana State Department of Public Instruction. Instructors of noncredit courses are recommended by professional associations or by persons who are known in their professional fields.

4. Content. The content of Independent Study university-level courses parallel the content of on-campus Indiana University courses. Almost all the areas which are offered on campus are also offered through Independent Study. There is a wide variety of courses from which students may choose in the university, high school and noncredit areas.

5. Finances. All students who enroll in Independent Study university courses, regardless of their residence, pay in-state university fees. Fees received for university courses are deposited in the University general fund. The university-level program is state-supported. Professional staff positions are

predominately underwritten by state funds. Instructors are paid a stipulated amount for each lesson they grade in their respective courses. While the university portion of the program is state-supported, the high school and noncredit components of the program are self-supporting.

6. Facilities. The Independent Study Program is located in Owen Hall on the Bloomington campus. All records are housed in that building also. Many, although not all, of the instructors are located in Bloomington.

7. Other. The Independent Study Program of Indiana University during the past ten years has won more national awards for quality independent study courses than any other program in the United States. Numerous students relate success stories of completing Independent Study courses and applying them toward a General Studies degree. Word of mouth has been the best advertising for the Independent Study Program.

E. EVOLUTION

Since its inception in 1912, the Independent Study Program of Indiana University has served students all over the world. During World War I and World War II many military personnel took Independent Study courses while overseas. The program has demonstrated its most significant growth during the past ten years. The enrollment has grown from 4,600 students in 1974 to more than 16,000 in 1986.

This dramatic growth is the result of an increase in the number of course offerings, the improvement of the learning guides, and the promotion of the benefits of the Independent

Study Program. Another factor influencing the growth of the Independent Study Program is an increase in the number of older students who are enrolled in the General Studies Degree Program in order to complete a college education. The combination of the Independent Study Program and the General Studies Degree Program provides a unique opportunity for students not only to take college course work but also to apply that course work toward a degree without having to travel to a campus.

F. INFLUENCE

A primary reason for growth is the increasing numbers of students who have recognized the value of an Independent Study course when they cannot take a course on campus. Also, the increasing numbers of adults who are working and cannot come to a college campus account for numerous enrollments. The quality of the course materials, the quality of the staff, and the commitment of staff and instructors to providing high-quality courses and service contribute to the positive influence of this program.

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1. Person who prepared this case description

   Name ALAN B. KNOX Phone number (608) 263-2937

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   Street Address 225 N. MILLS ; 264 T.E.B.

   City or Town MADISON State or Province WISCONSIN 53706

   Nation USA

2. Check whether this case is based on

   ( ) an actual program

   (X) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   ADULT BASIC EDUCATION

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). A. LITERACY

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   LOCAL SCHOOL

6. Basic characteristics of service area

   A. 1,000 SM. geographic size (such as square miles or kilometers)

   B. 250,000 population (number of people living in area)

   C. URBAN urban/rural (density of population)

   D. _____ nationwide

7. Year(s) covered by the case description 1986

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ADULT BASIC EDUCATION

A. Setting

A local tax supported elementary and secondary school system is the provider of the adult basic education (literacy) program. The school system serves a small city and nearby suburban and rural area with a total population of 250,000 people. The economic and employment base of the service area includes light manufacturing, trade area for the region, county government, the local school system, and a small university. About 15 percent of the adult population is illiterate, and another 20 percent lacks a high school diploma or the equivalent so are considered functionally illiterate for most types of jobs.

The illiteracy rate and concern about it reflects the gradual 20 year trend for immigrants, minorities, and rural adults with very low levels of formal education to move into the area. During the past 10 years there has been additional concern about literacy because of increasing unemployment of people who are no longer able to obtain jobs that require higher levels of education.

The adult literacy program is administered by the adult education division of the school system and is about half of that total program.

B. Outcomes

1. Goals

The general goal of adult basic education is to assist adults with low levels of literacy to increase their educational level to the equivalent of secondary school students, so that they become functionally literate within the United States and able to function satisfactorily in work, family, and community. The main content areas are reading and mathematics, with some attention to writing, listening, speaking, consumer

and health education, and some vocational education. The main emphasis is on individual development with some attention to employability. Federal and state guidelines influence program objectives, as do preferences of learners and co-sponsors, but the objectives are mainly set by the adult basic education administrators and teachers. When there are disagreements regarding objectives, they are usually resolved by the local director and the state director of adult education, sometimes with assistance from a local advisory committee. The program mainly seeks to help as many undereducated adults in the service area as it can each year, given the money available, to become functionally literate so that they can function satisfactorily.

2. Benefits

Each year the program serves about 1,400 adults, about 800 of whom are continuing and about 600 of whom enter the program sometime during the year. Many of the incoming participants have very low levels of education and literacy, have little recent formal education experience, and have responded to active efforts to encourage participation. Within one year after these new participants enter the program, about 40 per cent leave without having achieved any major objectives of their own or of program staff. Some of these drop outs leave because of slow progress or discouragement, but most of them do so in large part because of many types of problems, such as family, health, work, housing, or finances. Even so, most report that multiple benefits to them from attending exceed the time and effort they spent.

In recent years, total enrollments have been very stable because the number of low literate adults who want to enter the program exceeds the maximum number that can be served due to a constant level of subsidy funds

to pay the full program costs, so the program has been at full capacity. Each year, about 500 participants successfully complete the program. Evidence of benefits to participants and other people comes from several sources. One is the results of evaluation and informal conversations with current and past participants. A second source is the reports of several follow up research studies with past participants in similar adult basic education programs, which had very similar findings.

Most past participants, even those who dropped out without completing the full program, report satisfaction that they benefited from the program. Some past participants reported major progress which was confirmed by educators, employers, and friends. Examples include people who completed the adult basic education program after several years of part time study followed by completion of high school equivalency, and then going on to college or employment at much higher levels of income and responsibility than before. Most former participants report valuable but fewer major benefits. Examples include education improvement occupational advancement, increased self confidence, reduced need for financial assistance, somewhat higher income, and being able to read to children. Most people reported multiple benefits to themselves and in some cases to family members and friends, such as when a functionally illiterate adult who was unemployed, completed the program and became employed.

The economic benefits to society in just a few years, that are attributable to those who complete the program, typically exceed the total annual program costs. The human benefit to past participants and other people associated with them are probably even greater. Belief in these benefits by policy makers, helps to account for a stable level of tax fund support of this program in recent years when funds for many social

programs have been reduced. Unfortunately the emphasis on serving as many adults as possible with available funds has resulted in serving mainly the easiest to reach low literate adults (those with higher reading levels), instead of the harder to reach adults who cost much more to attract, retain, and educate. Thus, a negative outcome is that some illiterate adults who drop out feel that they failed, and some never enter the program for fear of failure.

C. Process

1. Planning

Instructors have the main responsibility and substantial choice in planning and conducting their own teaching activities. However, they do so within general plans to which the total program staff contributes, which occur within a few basic guidelines related to the state and federal funding and review of the program. The local director of adult basic education has the main responsibility for planning and accountability. The director reports to the director of the total adult education division, who reports to the superintendent of the school system. Although the director has an advisory committee that meets several times a year, the main planning for the adult basic education program is done by the Director and several supervisors who work with the instructors. They involve some of the instructors in such planning depending on their interest and ability.

The analysis of the context is mainly done by the Director and supervisors, with involvement by other school system administrators and some advisory committee members connected with community organizations. Such context analysis includes clarification of school system mission and purposes related to adult basic education, review of state and federal

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guidelines, analysis of school system resources and capabilities (such as facilities and staff), and consideration of the contribution to adult basic education by other providers and related organizations in the service area. Examples include a community college, the public library system, volunteer groups interested in literacy, community agencies such as a prison or the YMCA/YWCA that provide educational programs for adults, and organizations that employ low literate adults. The results of context analysis include decisions about which part of the total adult basic education effort in the service area that the public school program should mainly address.

The needs assessment process is only slightly more formalized, and depends on information from various sources. The main purpose is to clarify the unmet educational needs of the undereducated adults to be served, so the program can be responsive to them. The Director and supervisors urge instructors and counselors to report unmet educational needs based on informal comments and observations, as well as more formal evaluation feedback from current or past participants. This sometimes occurs. Similar information for needs assessment purposes is also obtained occasionally from people from community organizations who work with undereducated adults such as in employment, health, welfare, prisons, clergy, and social work generally. Conversations with Directors of adult basic education programs in similar communities in the region, are especially useful to the Director, because they suggest topics, activities, and services likely to be needed by local participants based on experience elsewhere. The organizations that provide financial support usually emphasize some needs. When such informal needs assessment procedures suggest major unmet educational needs that should be addressed,

the Director sometimes arranges for a modest needs assessment study, which may be aimed at prospective, current, or past participants, sometimes by asking experts or professionals who are familiar with such undereducated adults. The most confidence is given to evidence from several sources that together suggest that certain needs exist. The Director's annual report to the state director includes summary information about needs addressed during the past year and to be addressed during the coming year, along with goals, plans, and budget request for the coming year.

The Director and supervisors list the main program goals each year, with advice from instructors and the advisory committee. The instructors then set specific course objectives, that fit the broad program goals. The supervisors encourage instructors to plan learning activities likely to be effective with the participants, and make basic decisions regarding instructional materials and equipment, such as text books and video tape recorders. The Director and supervisors also plan basic program evaluation activities and materials. Individual instructors can then plan specific activities, materials, and evaluation procedures.

The program level plans are used in several ways. These uses include staffing, efforts to attract participants, orientation and supervision of instructors, and interpretation of the program to the state director, school system staff, and local citizens in efforts to build and maintain support.

2. Methods

The methods and materials for teaching and learning vary greatly among instructors, depending on the level and content that they teach, their preferences, and available money to buy such materials. However, widespread methods and materials include commercially prepared readers

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and workbooks, instructor selected and prepared guides and work sheets, video tapes, computer based instruction, class discussion, individual and small group tutorial assistance, homework assignments and tests. A learning center is open many hours during the week, which contains much equipment and materials which allows individualized study with assistance by center staff. In addition there are many and varied courses for between 5 and 25 participants. These courses vary in the methods used, depending in part on level and content. For example, low level courses tend to be small, with a variety of content, while courses for adults at middle levels of literacy may specialize in reading, mathematics, or consumer education and may be taught by use of relatively traditional methods such as preparatory reading, group recitation, correction, practice, and testing. Participants in a beginning course in English as a second language may make heavy use of audio tape recorders and conversation. The following examples illustrate some usual methods that a participant might experience in a typical week.

An unemployed participant with a very low reading level might attend about 20 hours a week, spending about half the time with an instructor and about ten other participants who read less than the fourth grade level, and the other half of the time in the learning center. Having attended for 6 months, early each week the participant reviews with the instructor recent progress and plans for the week. During the five mornings at the program, activities are varied from hour to hour to maintain interest. For example, one day the sequence may be individual use of vocabulary building work sheets, oral reading in a small group, use of a controlled rate reader in the learning center to increase reading speed, practicing arithmetic problems by use of computer assisted instruction with instant

feedback, followed by group discussion of a consumer education topic, reading of very simple related materials, and a self assessment of comprehension by use of the cloze procedure of filling in missing words in a paragraph. A similar mix of activities would occur each week with several conversations with the instructor each morning, with plans and progress noted in a folder which both participant and instructor use.

By contrast, a more advanced employed participant might attend several evenings a week, spending longer periods on each activity and doing some homework. About 20 participants might typically attend group sessions with an instructor and a paraprofessional teacher aide. Sometimes an hour or two may be devoted to brief presentations or films followed by group discussion among interested participants while the remainder work in the learning center. While either the instructor or aide leads the discussion, the other may work individually with participants on assessment, planning, or tutoring on content of current concern. An important purpose of individual and group activities is motivational, to encourage persistence.

3. Improvement

In addition to evaluation of learner achievement by instructors, there are several evaluation and staff development procedures used for program improvement and justification. Some of the activities noted regarding needs assessment for planning purposes, occur periodically and serve program improvement purposes. Several times a year, each instructor meets with a supervisor to review evaluation results for purposes of performance review and planning. Evaluation findings are also summarized for the entire program for purposes of assessment of total program functioning and general program planning. Some of the information is from

program records, such as about participant characteristics, achievement, attendance, drop out, and completion. Opinions of participants are also obtained and summarized, especially when they leave the program. When staff members plan to select or change materials, such decisions are sometimes preceded by special evaluations. Such program level program evaluation and improvement activities are often planned by staff committees. This is more evaluation than occurs in most adult basic education programs.

Engaging in such program improvement activities can contribute to professional development of staff members. Sometimes staff development activities are included in staff meetings. Staff members are also encouraged to attend professional association conferences and to take pertinent courses and workshops conducted by a nearby university, as well as do professional reading. The actual extent and type of professional development varies greatly among staff members, ranging from part time study toward a masters degree and active leadership in an association of adult educators by a few, to little more than attendance at staff meetings by many, especially part time staff members.

4. Participation

The staff members are committed to encouraging undereducated adults to participate in the program, especially those who are hard to reach. Some staff members realize that if enrollments declined, some staff members would lose their jobs. At the same time with budget and upper enrollment limits, they also realize that it is undesirable to attract many more participants than they can accept which results in discouragingly long waiting lists. The Director, supervisors, and a few instructors sometimes speak to community groups or appear on television or

radio to increase public understanding and support for the program. Instructors encourage current participants to carry the message about the program to people they know who might benefit from it. Special attention is given to working closely with people from various organizations in the service area who referred participants in the past. When participant characteristics or achievements are deemed newsworthy, the Director arranges for a newspaper or television human interest story in hopes that it will attract the attention of a potential participant or someone who might mention the news story to a potential participant.

Attention to participation includes retention as well as recruitment. Several staff members emphasize the counseling function, especially helping prospective participants to decide whether to enroll, and helping current participants solve problems that might interfere with continuing. The staff also help participants about to complete the program to make the transition to further education or more satisfactory employment. One theme in staff development activities is responsiveness to participants. Staff members discuss ideas about adults as learners and implications for responsive attitudes, methods, materials, procedures, recruitment, and social activities. For example, once a month there is a small party for participants to celebrate birthdays that month, and to share family foods, music, and stories. Also, each month, teachers use brief letters or phone calls to inquire about participants who had not been attending recently to encourage persistence and to offer assistance if needed. Some assistance such as tutoring, child care, or transportation can often be arranged through the program. Many forms of assistance such as financial help, housing, health, legal, or family problems entails referrals to appropriate community agencies.

D. Input

1. Participants

In recent years, about 1400 adult participants take part in the program each year, of whom more than one-third are new and about 40 percent drop out. Attendance is somewhat irregular, so that each week an average of 800 people attend, except in the summer when attendance is somewhat lower. The range is great, however, with some attending only one session a week for an hour or two, while others attend four or five days a week to total more than 20 hours.

Participant characteristics vary greatly, although the program tends to serve mainly undereducated adults with somewhat higher levels of literacy who are motivated and optimistic about completing the program fairly quickly. The reading level of incoming participants usually ranges from the equivalent of fourth grade of elementary school through secondary school. Although the program especially seeks to attract them, very few people enroll with less than a fourth grade reading level and they have the highest attrition rate despite special staff assistance. An exception is immigrants who are also learning English as a second language (ESL), about 70 percent of whom read English below the fourth grade level when they enter. ESL participants constitute about 25 percent of the new entrants each year. About two thirds of the participants are women. The age range is great, with 20 percent of the participants each year under 20 years of age, many of whom are unemployed school drop outs. About 10 percent are over age 50, with a few over age 65. More than half of the participants are in their 20's and early 30's. The average age is 28. About half of the participants are white and their families have lived in the United States for many years. Their reasons for low literacy vary

greatly, including school drop out, physical or emotional or mental disabilities or living in remote rural areas or poor urban neighborhoods. Some young participants dropped out of school after years of severe reading problems and low achievement. Some older participants worked in jobs which they gradually learned despite being functionally illiterate, but such jobs have ended, the workers became unemployed and were unable to compete for available jobs that require higher levels of literacy.

The participants from minority ethnic and racial backgrounds vary greatly. However, many of the foregoing characteristics of native white participants apply to minority participants as well. About 25 per cent of the total participants each year are Black, almost all of whom have lived in the United States all their lives. Many of their families left the rural South a generation or two ago as the number of people required for agricultural work declined steadily. Two other minority groups are hispanic and Oriental. They each constitute about 20 per cent of the participants. (These ethnic minorities constitute the majority of participants in some communities in the western and southwestern states and in Florida. In many of the larger cities and in southern rural areas, Black and other minority groups constitute most of adult basic education participants.) American Indians constitute a very small per cent of the participants in this program, but are more heavily represented in some programs elsewhere in specific states.

2. Needs

There are many indications that about 30 percent of the adults living in the United States are functionally illiterate, in that their communication skills and understanding are too low to function satisfactorily given current expectations and requirements regarding work,

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family, health, and citizenship. The results are major problems for the individuals and society. Some indications are local and anecdotal, such as the numbers of undereducated adults who inquire about the adult basic education program or the reports by administrators of local programs related to employment, health, welfare, or criminal justice regarding the extent to which functional illiteracy seems to be a major problem for some of the adults they serve. Some indications are statewide and statistical, such as decennial census reports and labor market or health surveys that report extent of illiteracy and its association with unemployment, crime, illness, and many other social and personal problems. Some indications are national, including books and reports ranging from the 1986 U.S. Department of Education study that found that 13 percent of the adult population fell below a very low criterion of literacy, to a study a generation ago that found that about 30 percent of the adult population had such low reading and math skills that they were unable to perform basic tasks associated with satisfactory functioning as workers, consumers, family members, and citizens, such as to complete forms, read warning labels, and to perform simple arithmetic calculations. There seems to be little doubt that a serious need exists, although there is some debate about its extent.

3. Staff

In addition to the Director and 3 part time supervisors, the staff includes 14 full time instructors, 20 part time instructors, 4 paraprofessional aides, and 3 secretarial and support staff. Each of the supervisors coordinates a part of the program, organized mainly by geographic location. Several of the instructors and one supervisor emphasize the counseling function and that same supervisor works closely

with the Director on marketing and recruitment of participants. In recent years the staff has been quite stable with little turnover and new staff being hired.

Almost all of the professional staff have backgrounds in education, many with elementary and secondary teaching experience and teacher certification. Some of the aides and support staff members were former participants in the program. An important task of the Director and supervisors is recruiting and selecting able staff members and advisory committee members. In addition to the standard advertising of open positions and encouraging applications, they are constantly alert to promising staff and when they find one, try to find a way to involve them in some way that may lead to eventual full time ongoing employment. Several hundred volunteers help with the program, and a human interest story about this in the local newspaper several years ago resulted in several inquires from people about the possibility of doing so as well.

4. Content

Although some program plans and reports refer to a broad range of subject matter content, in actuality most of the program content is reading and mathematics. In recent years, the main commercial reading and math booklets and related workbooks, video tapes, and computer coursework has emphasized, as content and examples, themes important to undereducated adults. Examples include getting and holding a job, applying for a loan, dealing with landlords, completing tax forms, or computing loan interest rates. As a result, subject matter content used to develop vocabulary, reading comprehension and speed, and arithmetic computation included English literature, basic vocational education, consumer education, and health.

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5. Finances

The participants pay none of the program costs, because it is assumed that functionally illiterate adult have high unemployment rates and low levels of family income. Policy makers and program staff members do not want to charge fees to participants which might discourage some such adults from attending. About 25 per cent of total direct costs come from annual federal adult basic education funds allocated to the local program through the state. However, this varies greatly from state to state ranging from 20 to 90 percent. Another 10 percent comes from federal funds such as from the Job Training Partnership Act. However, some local programs receive no such funds. About 60 percent comes from a combination of state and local tax funds. Some of the local school district contribution is in-kind, such as free use of facilities and library materials. Thus 95 per cent of the total program budget level is from government funds, and only 5 percent from all other sources combined. Of that total budget about 80 percent is used to pay instructional staff salary and wages.

As an indication of relative program effort and support during a recent year, the approximate number of full time equivalent (FTE) administrators and supervisors was 3, the number of instructional FTE's was about 25 (although about half work part time and receive few fringe benefits), and the approximate number of FTE's in all other staff categories was 5. The following table compares the annual pay of these three categories of program staff with estimates of the average FTE annual pay for the suggested 4 occupations in related fields. (The estimated pay for instructors on a FTE basis assumes working 40 hours a week for 52 weeks a year at $16 an hour.) For each ABE Staff role, read horizonally

across the table for percentages of their income, compared with other occupations.

Local ABE Prog. Staff	Percent of pay for Related Occupations received by ABE Staff			
	Teachers*	Headmasters	Professors	Presidents
Administrators	145%	100%	115%	58%
Instructors*	104%	71%	82%	41%
Other	45%	32%	37%	18%

*Assumes they work all 12 months full time. Actually many ABE instructors work part time with few fringe benefits and on year to year appointments. Many elementary school teachers and college professors work and are paid for 9 to 10 months.

6. Facilities

The office of the Director and one of the supervisors is in available space in a former secondary school building near the center of the city, which also contains administrative offices for the school district. In that same building is the Learning Center. Classrooms, and office space for the clerical staff and some of the instructors. The Learning Center can accommodate up to about 40 participants at a time, and contains an ample supply of materials and equipment. The materials include readers, text books, workbooks, practice sheets, as well as courseware for use on electronic equipment. This part of the learning center is similar to a library and a book store, loaning books and giving or selling materials that are used by participants, such as workbooks and worksheets. There are study areas and various quiet places in or near the learning center for participants to study with easy access to assistance.

The equipment in the center includes controlled rate readers (which help adults at intermediate levels of reading ability increase their speed

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and comprehension), audio and video tape recorders, and computer aided instruction. Learning center staff are instructors and aides who help participants diagnose educational needs, make plans, learn how to use materials and equipment, and assess progress. Participants are sometimes referred to the center by instructors for specific purposes. The many hours a week that the center is open accommodates varied and changing schedules of participants. It makes it easy for them to make up for sessions of standard courses that they miss.

In several other locations in the service area, there are classrooms used for adult basic education, sometimes on a part time basis. They are in available space in regular school buildings or in remodeled storefront or office space in neighborhoods where potential participants live, work, or shop. These classrooms are similar to many school rooms in the United States with desks and chairs for about 25 participants, and basic instructional materials and equipment. The main difference from the main location is the lack of specialized materials, equipment, and staff in the learning center.

7. Other

The program outcomes and image in the service area also influences program functioning. Positive images and success stories that reach policy makers as well as potential participants, help increase the length of the waiting list of potential enrollees, informal support and subsidy by the school system, and cooperation and support from community organizations and co-sponsors. Stories about frustration, failure, and inability to use new found literacy for personal advancement helps to reduce such cooperation and support. This type of informal feedback even influences enrollments and attendance among various instructors.

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E. Evolution

Until twenty years ago, there was very little adult basic education provided in this area, other than a very small Americanization program that taught English for immigrants and civics related to naturalization to become a citizen. Federal funding for adult basic education during the mid 1960's started and continues to be the main financial support for the current program, with modest supplementary support from the state education department and the local school system. Federal funds for retraining of unemployed adults have been a major additional source of objectives as well as money. About 15 years ago there were few adult oriented low reading level instructional materials, but there has been a relatively good supply during the past 10 years. In the early years, when most of the courses were in the evening in classrooms used by younger students during the day, and both participants and staff were part time, there was much staff turnover. In recent years, the staff has been quite stable with many of them full time and experienced in the program. This has been affected by low salary levels and uncertainty about long term funding. As a result, the staff includes many able and dedicated educators, but some of the very able staff members have left for more attractive jobs.

The ability of the Director has been very influential over the years. During a period some years ago, an administrator who was not wanted elsewhere in the school system, was appointed as Director. Limited ability and sense of direction resulted in a sharp deterioration in program quality, enrollments, staff, and image. By contrast, the succeeding Director in several years was able to reverse this trend through vigorous leadership. During the past 10 years the program has

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been quite stable, although there has been concern about the people who could not be admitted right away because of lack of resources and about the prospect of reductions of federal funds. At the same time, the school system has been experiencing declining enrollments and finances related to the preparatory education program for young full time students, and appears less willing to subsidize the adult basic education program than 20 years ago when it started. However, some of the school system administrators and local school board members understand that the total adult education program has been a major asset that has contributed to district tax payer support for the schools.

F. Influences

The program has been quite stable during recent years. This stability reflects a consistent level of federal and state financial support (which in part sets an upper limit to the number of participants who can be served), an ample supply of undereducated adults who want to enroll in the program, an able and committed staff that wants to provide an excellent and responsive program, and a lack of other major local providers of adult basic education.

Positive influences include favorable program image and attitudes of federal policy makers about the high priority of adult basic education as a use of public tax funds, a good supply of able people interested in working in the program as staff or volunteers, commitment to cooperation by some organizations in the area, about a 10 percent unemployment rate and a widespread belief that literate adults are more likely to be hired than illiterate adults, and a flow of immigrants who are unable to function in English.

A negative influence is unpredictability regarding future funding especially local subsidy and federal grant funds related to retraining the unemployed. The local school system with its own enrollment and related financial problems seems less willing than it was to continue hidden subsidy, such as no overhead nor charges for facilities use, beyond the minimum required for in kind contribution to match federal and state funds. Some of the traditional volunteers (mothers of young children) are now working or are volunteering with other small literacy efforts in the area, related to the library, YWCA, religious groups, and a private literacy group. An unsettling trend is the popularity of ideas by a writer on educational reform regarding use of volunteers to reduce adult illiteracy instead of paid professionals to do so. An example that he uses is the earlier literacy campaign in Cuba, which occurred under quite different circumstances. When advocating volunteers as a supplement to instead of a replacement for paid staff, adult basic education directors in the United States are able to refer to findings reported in pertinent books and articles which they find out about from professional association conferences and publications. Some of those writings analyze programs in various nations.

G. Other

Even though this and most similar local adult basic education programs in the United States have been functioning for about twenty years, and have been quite stable in size and characteristics during the past five or six years, there tend to be many uncertainties from year to year. This reflects heavy program reliance on many sources of voluntary cooperation which can be easily withdrawn. Federal legislation for authorization and financial appropriations is renewed every few years.

The level of financial support increased during the first ten years or so, has been fairly constant during the second ten years but could be changed or eliminated altogether with only a year or two notice. Because federal funding accounts for about one third of the program's budget, and other federal programs are cut or eliminated each year, many program plans and commitments are year to year. This includes staff appointments. Similar uncertainty from year to year occurs in relation to participation by illiterate adults, continued work by staff members, use of school system facilities, and cooperation by community organizations. A loss of confidence in the program and the emergence of a more attractive alternative could result in withdrawal of support and a decline in the program. This situation can contribute to responsiveness as well as insecurity.

In this context, program stability and effectiveness depends greatly on leadership, commitment, and hard work by the Director and staff members. Effective directors do much to make, revise, and reinforce arrangements for cooperation which holds the program together. Examples include the annual plan and reports to the state director, preparation of supplemental grant proposals for additional money, agreements for facilities and services with the school system and other community organizations, encouraging referrals by agencies of people who become new participants, and placements in jobs of people who complete the program, and attraction and retention of able staff members. Because of this, effective directors and other staff members tend to combine technical expertise with a missionary like commitment to helping undereducated adults. The ability and attitudes to relate to low literate adults is very important. Instructors who do not, can experience declining enrollments. Directors who do not, can experience a declining program.

This latent instability is further influenced by financial policies, practices, and attitudes that emphasize serving as many people as possible with available money. Some continuing professional education programs charge participants fees that cover full costs. In this way, program size and quality reflects what the learners are willing to pay for. By contrast, in adult basic education, participants pay no fees, but reports of their numbers and progress are used to convince other people at local, state, and national levels to provide the money. This results in a "numbers game" in which large numbers of people served helps to retain and perhaps increase financial support. Because it costs much less to attract and serve people with moderate levels of literacy, the least educated tend to be neglected.

The willingness of illiterates to participate is little related to religious beliefs and traditions, but much related to socio economic status and optimism. Subtle religious beliefs do have an influence, but mainly in the form of attitudes related to ability and work for progress in contrast with dependence on luck or powerful people, and beliefs about self reliance and internal locus of control occur in most religious traditions in the United States. A more powerful influence is the extent to which becoming literate can actually lead to satisfactory employment and a good life. During extended periods when unemployment in the U.S. is about 10 percent, illiterate adults who experience many problems associated with unemployment can become literate and still be at the bottom and remain unemployed. Believing that this will occur discourages participation. To the extent to which this actually occurs, adult basic education programs do little to solve personal or social problems. There is some discussion in the U.S. about this issue and need for research to

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better understand how such programs actually relate to the social, economic, political system.

In the service area of the program described in this case, most of the adults who successfully completed the program, were able to improve their employment or achieve other goals which were important to them. As indicated in findings from several research studies, adults seek multiple benefits and the program seems to be meeting their expectations. However, in some other communities the adult basic education seems to be even more successful, and in many to be less successful. In locations with much higher unemployment rates and greater problems of discrimination against minorities, it is much harder to attract men and out of school youth, the drop out rate is high, and the placement of those who complete the program in better jobs is low. This can be discouraging to staff members as well as participants, and with the increasing number and size of educational programs for adults, they have attractive alternatives for employment that pay more and offer greater promise for secure advancement. Many adult basic education staff members who complete further education on topics related to adult education practice, make job changes to other parts of the field.

Following are citations to writings that provide more detail related to this case description.

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Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

   Name ALAN B KNOX Phone number (608) 263-2937

   Organization UNIVERSITY OF WISCONSIN - MADISON

   Street Address 225 N. MILLS; 264 T.E.B.

   City or Town MADISON State or Province WISCONSIN

   Nation USA

2. Check whether this case is based on

   ( ) an actual program

   (X) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   ALCOHOLICS ANONYMOUS

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). HEALTH

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   VOLUNTARY ASSOCIATION

6. Basic characteristics of service area

   A. _____ geographic size (such as square miles or kilometers)

   B. _____ population (number of people living in area)

   C. _____ urban/rural (density of population)

   D. _____ nationwide

7. Year(s) covered by the case description 1988

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ALCOHOLICS ANONYMOUS

A. Setting

In a small west coast city of 120,000 people, a former alcoholic who has gone without a drink for more than fifteen years, serves part time as local coordinator of a self help program, Alcoholics Anonymous. The only other staff member with the program is a part-time secretary. They and most everyone else associated with Alcoholics Anonymous were once active alcoholics who found Alcoholics Anonymous (AA) a big help in achieving and maintaining sobriety. They refer to the organization by its initials AA.

This predominantly middle class community is more than an hour's drive from a large metropolitan area, so some people commute there to work but most work in town in a wide variety of enterprises. The community is the county seat for local government and is a trade center for the region. Local residents and social agencies, are quite supportive of AA as a useful volunteer social service organization. Because AA is one of the earliest self-help groups in the United States, the local coordinator sometimes assists people working with other local self-help groups related to various problem areas such as drug abuse, smoking cessation, weight loss, widowhood, and serious health problems.

Although AA is not a formal organization with dues and officers, nationally there is a General Service Board which provides publications and assistance. The board includes both alcoholic and non-alcoholic members. The emphasis is on autonomous local groups.

B. Outcomes

1. Goals

The main purpose of AA is to help chronic alcoholics recover and remain sober by not drinking alcoholic beverages any more. This entails the alcoholic achieving satisfaction from sobriety that are greater than from drinking, and to

learn a life style that does not depend on alcohol. Thus, a major goal is to help new members become involved in a caring community that will help them maintain sobriety.

2. Benefits

Many people, especially those who recovered from alcoholism with its help, consider AA to be the most successful program in the US for alcoholics. A side effect for some participants may be an initial substitution of their dependency on alcohol with a dependency on AA. The program may be most beneficial for such participants when they are able to gradually reduce their dependency on AA and shift it to other interpersonal activities and relationships. Some alcoholics seem not to benefit from AA as much as from individual counseling, perhaps due to AA's emphasis on group support and spiritual fellowship.

C. Process

1. Planning

AA has developed a tradition which guides organization of support groups as well as procedures for group meetings and individual assistance. Information is provided about ongoing groups including days, times, and locations for meetings. When there is demand for additional groups, the coordinator seeks experienced and successful members with requisite interest and ability to provide group leadership. The coordinator works with this core of experienced volunteer leaders as they receive additional members and a new group grows and is established. All group members participate in the planning process, with the coordinator available for advice. As a result of this experience, new leaders become gradually socialized and assume responsibility, which can further reinforce their values related to sobriety.

2. Methods

Members are encouraged to attend group meetings, which are central to AA activity. Meetings vary, even among the five to ten groups active in this community during a year. Typically, weekly meetings last several hours, usually in restaurants or community agencies, and vary in size from less than a dozen to more than several dozen attending a session. Many of the same members attend the same group each week, with other members attending irregularly, joining, and discontinuing. Active members may attend one or two meetings a week, and newcomers are encouraged to attend more. Following are typical methods, procedures, and rationale for a group meeting.

New and old members are welcomed to each session with much solidarity and support. They are encouraged to discuss their alcoholism frankly, in part by telling their story, often by saying their first name (anonymity is an important part of AA's ideology) and acknowledging that they are an alcoholic, but no longer active. The AA subculture helps members honestly face their alcoholism as a disorder which entails dependency and obsession regarding alcohol, instead of a sign of moral degeneracy. The AA approach also encourages facing the connection between drinking and stressful situations, and emphasizes that just personal will power may be inadequate and that help and encouragement from other people may be required to maintain sobriety. Group members help to expose distorted myths and rationalizations (sometimes in a humorous manner) so that members accept that they will be unable to recover unless they acknowledge that they are alcoholics whose lives have become unmanageable because of their inability to deal with drinking.

The group provides each member with more objective knowledge about alcohol and alcoholism. Members are encouraged to read the many AA publications, including books, pamphlets, and the newsletter, AA Grapevine. As important,

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members feel like members of the human race because of acceptance by the AA group, which is very important to people who suffer from rejection and loneliness so intense that few non-alcoholics can appreciate it. Members gain a hope that they can recover, in part by observing other AA members and concluding that "If they can do it, I can!" The spiritual fellowship of the AA group helps many members accept the relationship with God as each member understands Him, as a source of strength to enable them to reduce the alcoholic obsession that is destroying their lives. (AA denies that it is a religious group, but this spiritual emphasis discourages some alcoholics who are hostile toward organized religion and who may misunderstand that spirituality does not have to mean organized religion.) Members are also helped to accept themselves as people with strengths and weaknesses, free of unattainable concepts of perfection, and as they learn to live with themselves they also learn to live with other people.

In this collaborative learning setting of the self-help group, the emphasis is on learning from peers instead of experts, on the combination of individual responsibility and group support, and especially on testimonies and discussion. At most sessions, one or more members tell their stories of how unmanageable their life as an active alcoholic was, and how they seek to maintain sobriety one day at a time. It is emphasized that they are just one drink away from a drunk, so each day they have to avoid having that first drink. All members are encouraged to share and discuss their problems, feelings, successes and approaches related to alcoholism and sobriety in groups large and small. As members tell their story and discuss and analyze the stories told by others about their experiences and feelings related to alcohol, they learn about problems, solutions, and themselves. Over the years, a member typically gives less attention to drunken anecdotes and more to the benefits of sobriety and the contributions of AA. Such discussion is a source of motivation, insight, and

reinforcement. Meetings typically conclude with refreshments and informal social activity, following the Serenity Prayer.

God grant me the serenity

To accept the things I cannot change

The courage to change the things I can

And the wisdom to know the difference

Between meetings, when members want help and support, they are encouraged to contact other members for assistance on a one-to-one basis. As experienced and successful members assume leadership roles as representatives of the AA way of thinking and acting, they inspire and assist others as well as reinforce and strengthen their own self concept and resolve. Organizational activities include sponsoring newcomers, being group secretary, and serving as a representative to annual General Service conferences, which a member can do for up to three years.

Following are the basic ideas and procedures of AA.

THE TWELVE STEPS

1. "We admitted we were powerless over alcohol - that our lives had become unmanageable."
2. "Came to believe that a Power greater than ourselves could restore us to sanity."
3. "Made a decision to turn our will and our lives over to the care of God as we understood Him."
4. "Made a searching and fearless moral inventory of ourselves."
5. "Admitted to God, to ourselves, and to another human being, the exact nature of our wrongs."
6. "Were entirely ready to have God remove all these defects of character."
7. "Humbly asked Him to remove our shortcomings."

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8. "Made a list of all persons we had harmed and became willing to make amends to them all."
9. "Made direct amends to such people whenever possible, except when to do so would injure them or others."
10. "Continued to take personal inventory and when we were wrong promptly admitted it."
11. Sought through prayer and meditation to improve our conscious contact with God as we understood Him, praying only for knowledge of His will for us and the power to carry that out."
12. Having had a spiritual awakening as the result of these steps, we tried to carry this message to alcoholics, and to practice these principles in all our affairs."

THE TWELVE TRADITIONS

1. "Our common welfare should come first; personal recovery depends upon AA unity."
2. "For our group purpose there is but one ultiamte authority--a loving God as He may express Himself in our group conscience. Our leaders are but trusted servants; they do not govern."
3. "The only requirement for AA membership is a desire to stop drinking."
4. "Each group should be autonomous except in matters affecting other groups or AA as a whole."
5. Each group has but one primary purpose - to carry its message to the alcoholic who still suffers."
6. "An AA group ought never endorse, finance, or lend the A.A. name to any related facility or outside enterprise, lest problems of money, property and prestige divert us from our primary purpose."
7. Every AA group ought to be fully self-supporting, declining outside contributions."

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8. "Alcoholics Anonymous should remain forever non-professional, but our service centers may employ special workers."
9. AA, as such, ought never be organized; but we may create service boards or committees directly responsible to those they serve."
10. "Alcoholics Anonymous has no opinion on outside issues; hence the AA name ought never be drawn into public controversy."
11. "Our public relations policy is based on attraction rather than promotion; we need always maintain personal anonymity at the level of press, radio, and films."
12. "Anonymity is the spiritual foundation of our traditions, ever reminding us to place principles before personalities."

3. Improvement

Alcoholics Anonymous evolved over the years, and most of the current written guidelines are codifications of an oral tradition. As with many voluntary associations, members who assume leadership responsibilities sometimes talk about improving the organization and its program. Feedback regarding member satisfaction tends to be oral rather than written. Because AA was one of the first self-help groups of this type, there has been some research and evaluation to discover benefits, effective procedures, and the types of adults who do benefit from the program as well as those who do not. Some leaders use the findings for purposes of program improvement. However, the traditions of AA are very influential on current programs.

4. Participation

New AA members share at least two characteristics: an alcohol addiction and a desire to stop drinking. Joining is easy. Anyone who says he is a member is. Membership is free, although voluntary contributions are accepted to defray

expenses. In recent decades, people whose life has become unmanageable because of alcohol addiction are likely to know about AA. Members who know about an alcoholic's problem may tell him about AA or he may be referred to AA by a clergy person or formal treatment program. Groups are typically very accepting and tolerant. Because members do not ask personal questions about background and regrets, new members are able to discuss their problems with less guilt than is usual outside AA.

Persistence is encouraged by small group support, an informal setting, an emphasis on using first names only, and the AA guidelines that emphasize living one day at a time. Caring, sharing, and interdependence also help. Members typically attend weekly meetings of a group, but may attend other groups. Separate groups which use similar principles are available for adult relatives and friends of alcoholics, and for their children. This reflects a recognition that alcoholism affects family and friends of an alcoholic but that they have different problems as a result. Specialized AA groups have also been developed for women and other categories of adults.

D. Inputs

1. Participants

The alcoholics who join AA tend to be middle class adults who relate to its very social fellowship. The majority are men, mostly in their 30's and 40's. Alcoholics who have lower socio economic status, who have less experience in voluntary associations, and who have difficulty sharing feelings in groups tend to drop out. An alcoholic who seems to want to stop drinking is typically approached by one or two AA members who encourage attendance at an AA meeting. Newcomers become members when they identify with AA Average length of membership is about two years, which may include periods of inactivity in AA if the person relapses and begins drinking.

2. Needs

Because of the widespread belief in AA that only recovered alcoholics can help alcoholics gain and maintain sobriety, it is assumed that members intuitively understand the needs of new members. The AA guidelines summarize underlying beliefs. It is accepted that alcoholics need to learn how to feel better about themselves, accept their imperfections, be supporting of each other, achieve sobriety, and manage their lives satisfactorily.

3. Staff

The coordinator and part-time secretary, along with the other people who perform volunteer AA staff roles, are recovered alcoholics who serve as group organizers, discussion leaders, and mentors. They learn their roles through apprenticeship, and as they become leaders, helping other members, they also reinforce their own growth.

4. Content - The content of AA tends to be more a matter of attitudes than knowledge. Successful members serve as role models and sources of human interest stories that illustrate how to apply basic AA concepts to daily life.

5. Finances

With the exception of direct donations, which support modest part time staff salaries and office expense, AA has few finances. The emphasis is on self support as well a self help. At each meeting, voluntary contributions are used to pay for expenses such as room rental and expenses. Group members may send a portion of the contributions to support a local community office (coordinator, secretary, telephone, newsletter), and the national General Service Board office. Especially at the national level, income is also derived from sale of books and pamphlets.

6. Facilities

In addition to office space for the coordinator and part-time secretary, the facilities used for AA programs included rented meeting houses and meeting

rooms of social agencies or restaurants where there is sufficient privacy and little cost.

7. Other

Another input that influences many of the others is the image of AA on the part of people in the helping professions (such as social work, health, clergy) and in various self-help groups. Such people refer and encourage alcoholics to join AA in the belief that it promotes relearning to enable alcoholic adults to become free of alcohol dependency and provides the long term support and follow-up rarely found in traditional treatment programs.

E. Evolution

Alcoholics Anonymous began in 1935 when two alcoholics (a physician from Ohio and a stockbroker from New York) after years of despair because of their efforts to stop drinking had failed, found hope in mutual support. Within a decade or so, the main features and guidelines of AA developed and AA spread rapidly as many groups were formed. Many of the early members, and professionals who worked with alcoholics, regarded AA as the greatest single therapeutic tool in the treatment of alcoholism. Some recovered alcoholics have seen AA as the only successful program.

In the early days of AA, there was a major stigma (negative image) associated with alcoholism, based on religious, social, and family reasons. This made the term "anonymous" in AA very important, to protect the reputation of members as well as encourage them to join. Alcoholism continues to be a widespread problem in the United States, but it has been joined by other forms of drug dependency. As a partial result, the pioneering success of AA has become a model for many self-help groups related to drug dependency, health problems, and other concerns that adults have. By 1977, annual worldwide membership in AA had increased to more than one million.

The first AA groups in this city were formed about 40 years ago. During the next 10 years, the number of groups and members expanded to about the current size and although the size fluctuates from year to year, it has been about the same since. The current coordinator has been in that role for about 10 years. Current members include people who have been in AA for many years and a constant addition of new members. The number of new and old members who leave the AA groups in this community each year for various reasons, is sufficient to keep the total number constant by offsetting the new members who join and stay more than a year. The number, size, and locations of groups also change from year to year.

F. Influences

1. Positive

The main contributions to AA have been the severe problems associated with alcoholism and the evident success of AA in helping many alcoholics become and remain sober. The main feature of AA that contributes to its success is mutual support among members, although other program characteristics also contribute. During the more than 50 years since AA's founding, there has been increasing acceptance by people in the helping professions and by the general public, that alcoholism is a complex health problem and not just the result of a character fault. This influence has combined with the growing positive image of AA as one of the most successful programs to help adults learn about alcoholism and themselves in order to learn how to end their dependency on alcohol and to remain in AA. Another positive influence is the growing amount of research, writing, and experience pertinent to AA which has accumulated during the past 50 years. Related topics are physiology of alcoholism, personality characteristics related to drug dependency, influences of family and friends, and dynamics of support groups.

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2. Negative

A major negative influence is the societal emphasis on alcohol consumption as reflected in advertizing, availability, and portrayal in the mass media. Related to this is the tendency of alcoholics to use bars and other places that serve alcohol as places to go to deal with loneliness, discouragement, and stress. Some family members and other people who want an alcoholic to become sober, use guilt which usually becomes part of the problem instead of part of the solution.

G. Other

Some AA members believe that it is the only successful way to help alcoholics, and that only an alcoholic can help another alcoholic. However, there are other effective programs, especially for people who prefer an individual rather than a group method. Studies have shown how varied professionals' views are of AA, ranging from informed and supportive to either contemptous or uncritically supportive as a panacea for all those with drinking problems. Uncritical beliefs by some members and overly critical beliefs by some professionals may prevent some alcoholics from receiving assistance that would be beneficial to them.

H. For more detail, read E. Kurtz, "Why AA Works--The Intellectual Significance of AA," Journal of Studies in Alcohol, 43 (1) 1982.

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Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

Name THOMAS PEARSON & RON CERVERO Phone number (404) 542-2214

Organization ILLINOIS STATE MEDICAL SOCIETY / UNIVERSITY OF GEORGIA 420 TUCKER HALL

Street Address _____ / ATHENS,

City or Town CHICAGO, IL State or Province GEORGIA 30605

Nation USA

2. Check whether this case is based on

(X) an actual program

( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

CONTINUING MEDICAL EDUCATION - USA

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). D. PROFESSIONAL, TECHNICAL

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

PROFESSIONAL ASSOCIATION

6. Basic characteristics of service area

A. 55,000 S.M. geographic size (such as square miles or kilometers) STATE

B. 11,000,000 population (number of people living in area)

C. _____ urban/rural (density of population) BOTH

D. _____ nationwide

7. Year(s) covered by the case description 1986

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Illustrative Case
United States-Continuing Medical Education

Prepared for A World Perspective by Alan B. Knox.

By

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January, 1987

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A. Setting

The state of Illinois is the setting for a broad-based network of accredited providers of continuing education for physicians. Continuing medical education (CME) is an essential part of the professional activity for this state's 24,900 licensed physicians. To support such an endeavor, the state medical society provides a system of accreditation for approximately seventy CME sponsors, the majority of which are community hospitals. Other organizations included under this accreditation umbrella are specialty medical groups such as cardiovascular centers and psychiatric institutes. The total number of hospitals in the state is over 300, but because some of these hospitals are affiliated with medical schools or are relatively small, they cannot justify the commitment necessary for a fully accredited/independent program of continuing medical education.

The focus of this report will be the relationship between the state medical society as the intrastate accreditor of CME and the individual local sponsors which provide the educational activities to physicians in their geographic area. The accreditation program in question has been in existence for approximately fifteen years.

B. Outcomes

1. Goals

The basic purpose of accredited continuing medical education is to provide a program of cost-effective

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accessible professional learning available to physicians at the local level which will not interfere with the demands of an active medical practice. The overall goal of CME is to permit physicians to maintain knowledge and skills learned earlier and offer opportunities to learn new principles and technologies which are continually evolving. By assisting individual physicians in meeting their educational needs, it is assumed that the ultimate goal of the learning is improved care for the patient.

2. Benefits.

The benefits of continuing medical education are multiple. Most physicians, as highly skilled professionals, have participated in formal and informal educational activities for most of their lives. The opportunity to learn in a collegial atmosphere provides them with increased confidence that the diagnostic modalities and treatments they are using are correct.

Some of the benefits of continuing medical education are also quite pragmatic. In approximately twenty states there exist mandatory continuing education requirements for physicians to maintain their medical licenses. By having strong programs of accredited CME, doctors are able to fulfill their requirements in this area in an efficient manner. Another practical benefit of continuing medical education is that documented participation can assist physicians' legal position if they are involved in a medical malpractice law suit. Although participation in CME cannot

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guarantee acquittal, lack of participation can certainly be detrimental to the defense of the case.

Finally, one of the benefits to be gained by physicians attending programs of CME is a greater sense of accountability to the public at large. The highly personal nature of the doctor-patient relationship and the need for patients to have confidence in the care provided by physicians underscores the need for public accountability which attendance at continuing medical education programs directly supports. The same factor of public accountability also has an effect on the nature and content of continuing medical education. Clinical areas which have achieved notoriety or are a cause of concern to the public or governmental agencies will often become the focus of attention in CME, as the current AIDS crisis has demonstrated.

C. Process

1. Planning

As in any adult education endeavor, the planning process for effective CME begins with a systematic assessment of the target audience's learning needs and interests. At the local level, particularly in community hospitals, the sources of such data are numerous. Most of the information available for this assessment process fall into two distinct categories--objective sources and subjective sources. Among the objective sources of data are (1) results of medical care evaluation studies (most

frequently seen as Quality Assurance oriented studies which investigate quality of care of patients based on established criteria); (2) data on health statistics from national, state, or local agencies; (3) evaluation data from previous CME activities which indicate future directions for learning; and (4) appearance of new technologies or techniques as reported in the literature or recently made available at the health care facility.

Some of the subjective sources typically used at the local level to help identify learning needs and interests are (1) periodic surveys of staff physicians concerning their perceptions; (2) requests from individuals or small groups for certain topic areas; and (3) comments from participants at previous learning activities. Obviously the needs assessment process does not stop at the stage of gathering data about possible learning areas. The job of analyzing and prioritizing the data into a manageable planning tool is one of the most important roles of the CME planning committee from the standpoint of determining what areas of greatest importance can be accomplished with available talent and resources.

Many hospitals' CME programs have the services of a part-time or full-time professional educator to assist them in the development and documentation of their accredited programs. These individuals can also be nurse educators who are available to the CME planning effort or former elementary or secondary teachers who now have a support

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staff function at the hospital. In a few cases, a doctorally trained educator is available as a resource to the CME program, but this is most often not the case. One other situation that has developed over recent years is that some highly motivated physicians have returned to the university to receive master's degrees in education as a complement to their clinical training. Again, this is a relatively rare occurrence.

Once specific learning needs and interests have been determined, the CME planning committee formulates a series of overall program goals based on these needs which are to be addressed in a period of two to four years. These goals are presented to the medical staff as a whole and formally adopted as that institution's physician learning plan for the period indicated. The remaining steps in the planning process at the local level are to take the goals and implement them through appropriate learning objectives, teaching-learning methods, and evaluate the degree to which the overall goals and individual learning activities were accomplished.

2. Methods

CME conducted at the local level makes use of a variety of didactic and participatory teaching-learning methods. The traditional means for imparting knowledge at the undergraduate medical school level has been the lecture with accompanying 35 mm slides. Unfortunately, in much continuing medical education this approach has become the

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sole method for presenting informational topics, resulting in a lack of creative learning opportunities. Despite this, there are some very effective techniques being used either in conjunction with lecture format or by themselves which make continuing medical education activities excellent examples of adult education.

Experience has shown that the case-oriented teaching-learning method is well accepted by physician learners. It is concrete, directly relevant to their individual practices, and helps to sharpen the clinical reasoning process so critical to effective patient care. Programs that ask participants to think about the diagnosis and treatment of a given patient will usually encourage the physician-learner to become actively involved in the learning.

Other learning methods frequently used by physicians are: 1) panel discussions by experts with question/answer sessions, 2) journal club discussions where physicians meet periodically to discuss relevant articles from medical journals which have impact on their practice, and 3) hands-on workshops where specific surgical or other clinical techniques are introduced and practiced by participants either on live patients or through stimulations. Another technique for learning used more at national or large scale education programs are poster sessions in which informational topics are displayed in a series of posters,

at times with a facilitator present to answer questions and dialogue with individual learners.

One of the most favored learning methods of physicians is individual reading of medical journals and manuscripts. In surveys of physicians concerning their learning preference, journal reading continually rates highly as a convenient means of individual learning. Other types of individual learning activities which are gaining slowly in popularity are audio and video cassettes. As in the population at large, more and more physicians use radio/tape players in their cars and VCR players in their homes. This permits physician-learners to have greater flexibility in making use of their spare or leisure time as opportunities for learning.

The "high tech" learning modalities using computers, teleconferencing, and other state-of-the-art methods are making some inroads in continuing medical education, but rarely at the community hospital level. The cost factor of such educational innovations are still prohibitive for most hospital CME programs, but they are being tested by specialty societies and large national medical organizations. Beyond the practical concerns of costs for these approaches, it will take time for many traditionally-oriented physicians to see the relevance of "high-tech" in their personal education activities.

One approach to professional learning which has created a certain amount of controversy is the combination travel

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and learning packages which are offered through travel agencies and similar groups. Under such programs physicians and their families vacation in pleasant surroundings during which time course work is offered to the registered physicians. Some authorities question the validity of such programs as genuine continuing education, especially if attendance by participants is not carefully monitored by the sponsoring group. Criticisms have also been raised concerning the degree to which necessary criteria for accredited status of the programs have been maintained and accurately documented. Despite these concerns, there are others in the field who strongly defend the authentic nature of these types of programs and see them as innovative, viable options for ongoing professional education.

3. Improvement

Continuing medical education makes use of a number of means to evaluate the success of total programs and individual learning activities. The major purposes for this type of activity are to improve or justify a program as well as provide a means for planning future learning events. The primary areas in which evaluation judgments are made in CME are (1) faculty performance; (2) overall program evaluation; and (3) evaluation of learner achievement. As in the case of needs assessment, evaluation measures for any of these areas can be either objective or subjective in nature.

Looking first at the more subjective means typically used at the community hospital level, the most common

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measure is the participant critique form completed by physician learners immediately following an individual activity. Frequently called a "happiness index", these questionnaires ask participants to indicate how satisfied they were with the speaker's conduct of the lecture, appropriateness of the handouts, opinions concerning the physical arrangements of the classroom, etc. Very often this type of evaluation has been maligned as being either ineffective or a purely minimal attempt to gain evaluation data. In reality, if this type of evaluation is practiced regularly and in good faith, with attention paid to the comments and criticisms which are generated, it can be an invaluable tool in learning what participants think about an educational program. It is also helpful to vary the types of questionnaires periodically so that the participants do not lose interest in the evaluation process.

The use of follow-up questionnaires and interviews can provide helpful information to improve a local CME program. By waiting anywhere from one to six months after the presentation of an educational experience to survey participants about the long-term usefulness of that learning, the CME sponsor can determine better the relative success of the program. It must be emphasized that information obtained from these measures represents participants' individual perceptions, and therefore, is not hard, empirical data. It is, furthermore, understood that results of these evaluations in no way imply a direct

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cause-effect relationship between the learning experience and any changes in the learner which might occur. The presumption which is made is that any positive changes that happen were, hopefully, influenced by that learning experience in conjunction with other factors in the life of the individual physician.

Among the objective sources of evaluation that CME sponsors can employ are follow-up medical care evaluation studies, especially when such studies were used originally as the source of determining the learning need; pre-post tests and quizzes completed by participants; formal observations by members of the planning committee or similar persons trained to conduct such evaluations; simulation exercises either carried out in a hands-on format or through paper and pencil activity; and comparison of statistics in such areas such as referral patterns and hospital admissions versus discharges.

The determination of individual or collective learner achievement in evaluation of CME is, doubtless, the most challenging aspect of this essential planning step. Because cause and effect relationships cannot easily be identified and because the notion of evaluating physician performance can be interpreted as a potentially punitive reflection on the learner's ability as a physician, it becomes very difficult to obtain such data or even the necessary cooperation to consider using this type of measurement. For the present, it is sufficient for community hospitals to

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exercise "good faith" efforts to conduct evaluation of learner achievement, recognizing the inherent limitations which exist.

Other ways that hospitals can review the success of their programs and consider possible ways to improve them are by analyzing budgetary data to see if fiscal policies related to the CME programs are appropriate and reviewing attendance and participation trends over a period of time. Both of these measurements are critical aspects of evaluating the administration and overall management of the program.

There is one other means for program improvement available to CME sponsors accredited through the state medical society. Professional educational staff are available to serve as consultants to the CME sponsors in helping them design and document their learning activities. The periodic site visits which are part of the accreditation process also contribute to overall improvement by means of the recommendations for program planning and compliance with accreditation criteria which evolve from the site visit.

4. Participation

Participation in continuing medical education is dependent on a number of factors. As in any area of adult education, learners will more likely attend if the activity in question is relevant to their particular needs and/or interests. This means that accurate needs assessment and audience identification are critical to the success of a

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given program. One interesting application of the needs assessment process using audit or medical care evaluation data is to have audit review sessions become learning experiences in themselves for the physicians who participate. In this way, needs assessment enlists the direct involvement of the learning audience, making the educational experience highly relevant to that group of learners.

One of the most controversial factors affecting participation in CME is whether or not a mandatory requirement for CME exists for a specific physician population. At times, such requirements are for medical relicensure by the state, while at other times the need for mandatory CME comes from membership requirements of professional societies or also as part of the credentialing process for physicians to join hospital medical staffs. In a recent study conducted by the Illinois State Medical Society and one of its subsidary educational arms, it was determined that 53% of the members polled in the study belonged to organizations or associations which required periodic attendance or participation in educational programs or activities. This figure was exclusive of any state licensure requirement for continuing education hours.

At the local level, one technique used to enhance participation is to design the CME programs for specific departments in the hospitals instead of on a hospital-wide basis. The advantage which is perceived here is that

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departmental topics can be geared more closely to explicit needs of specialty groups, as opposed to more broad-based, hospital-wide CME which must cross over many different specialties and must appeal to diverse interests. In a similar manner, regional and national specialty societies can tailor their educational programs to a more homogenious audience, thus enhancing audience satisfaction of the final product with respect to the physicians' clinical interests.

At the state medical society level, the programs which best capture the learning interests of this type of audience, comprising many different specialties, are those which deal with areas such as medical economics, legal medicine, and physician impairment. In Illinois, for example, it is understood that the state medical society with its strong resources in these areas can best address these types of learning needs and achieve optimal participation among its members.

Other factors which can have an effect on participation at CME programs have nothing to do with the content or needs being addressed. One technique used at the local level to increase attendance is to include a meal function with the learning program. This is usually most successful for programs structured around breakfast or lunch. Busy physicians normally have to take time at the hospital to eat anyway, and if they can accomplish this need with an opportunity to learn something, it becomes practical and convenient.

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The reasons for physicians participating in CME are quite diverse. In 1979 Cervero conducted a study that found four major reasons why physicians participate in CME: 1) to maintain and improve professional competence and service to patients; 2) to understand oneself as a professional; 3) to interact with colleagues; and 4) to enhance their personal and professional position.

D. Inputs

1. Participants

In Illinois there are currently approximately 24,900 licensed physicians with over 16,000 of these as members of the Illinois State Medical Society. The majority of physicians have some affiliation with one or more hospitals or similar patient care institutions. Among the 70 intrastate accredited CME sponsors in Illinois, the number of hours of CME programming available per year is quite diverse. In some large teaching institutions there can be over 1,800 hours of CME offered annually, while other smaller institutions can have 30-40. According to the accreditation standards for the state, each sponsor must offer at least ten hours per year of planned, formal CME in order to meet the minimum requirements. In addition to the sponsors accredited by the Illinois State Medical Society, there are also eight medical schools and numerous specialty societies accredited by the national accrediting body, the Accreditation Council for Continuing Medical Education,

which also provide Illinois physicians with significant amounts of continuing medical education.

The American Medical Association offers physicians the ability to participate in a voluntary educational program titled the Physician's Recognition Award (PRA). According to the guidelines for this program, "the PRA's main function is to recognize the achievement of physicians who have voluntarily completed programs of continuing medical education. Those who continually expand their knowledge and improve their skills through education are awarded the Physician's Recognition Award by the AMA." Currently in Illinois there are approximately 3,400 physicians participating in this program which requires 150 hours of documented participation over a period of three consecutive years.

The role of the community hospital as a CME sponsor usually makes it a convenient location for the majority of physicians who make frequent or periodic use of these institutions for their patients. There are some specialties, however, which do not have much need for an in-patient facility. Some specialities such as dermatology, occupational health, and allergy care are primarily out-patient in their orientation. For these specialists, there must be a greater reliance on their specialty societies as primary sources for their continuing education.

Although one usually assumes that practicing physicians are the primary audience for most CME programs, there are

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cases when others are also in attendance. Such additional persons might be medical students or resident physicians who are completing their graduate medical education. Other individuals who attend are nurses, emergency department personnel, and other allied health groups who work closely with physicians. In some cases, the content being discussed is appropriate for these other individuals, and acceptance of their presence is not an issue with respect to the attending physicians. However, many times the content is strictly physician-oriented and the presence of non-physicians may not be appreciated by the primary audience. In planning CME programs, planners must consider this factor if they want to ensure an optimal and appropriate turn-out for specific activities.

2. Needs/Learning Content

In Illinois, the kinds of learning needs which CME addresses include both clinical and nonclinical areas. Many states have adopted the broad definition of continuing medical education which is espoused by the American Medical Association and the Accreditation Council for Continuing Medical Education. According to this definition, the learning needs of physicians coincide with the many different professional roles that physicians assume in their medical careers.

> "Continuing Medical Education (CME): Continuing Medical Education consists of educational activities which serve to maintain, develop, or increase the knowledge, skills and professional performance and relationships that a physician uses to provide services for patients, the public or the profession. The con-

> tent of CME is that body of knowledge and skills generally recognized and accepted by the profession as within the basic medical sciences, the discipline of clinical medicine, and the provision of health care to the public.
>
> This broad definition of CME recognizes that all continuing educational activities which assist physicians in carrying out their professional responsibilities more effectively and efficiently are CME. A course in management would be appropriate CME for physicians responsible for managing a health care facility; a course in educational methodology would be appropriate CME for physicians teaching in a medical school; a course in practice management would be appropriate for practitioners interested in providing better service to patients.
>
> Not all continuing educational activities which physicians may engage in, however, are CME. Physicians may participate in worthwhile continuing educational activities which are not related directly to their professional work, and these activities are not CME. Continuing educational activities which respond to a physician's non-professional educational need or interest, such as personal financial planning, and appreciation of literature or music, are not CME.

The majority of learning needs for most physicians do, however, deal with clinical matters. As mentioned earlier, the rapidly changing technology in the field of medicine gives rise to the need of simply keeping up in one's speciality in order to maintain currency in state-of-the-art diagnostic and treatment modalities. Related to this is the need to sharpen one's clinical skills and make use of appropriate office management techniques in order to avoid the risk of malpractice litigation.

In addition to new techniques and concepts, there is also, at times, the need to re-learn previously acquired skills which may have become blunted over time. One example here is the importance of taking thorough histories and

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physicals on patients. After a time, some doctors exhibit a tendency to use "short cuts" in this important phase of diagnosis, and sometimes valuable information can be overlooked. A refresher in this area could be of great use to these physicians, but because it is seen as a rudimentary procedure, it is often ignored as a continuing education need.

Finally, a very practical need for physicians is the need to comply with licensure requirements in their particular jurisdiction, which may involve the accrual of required hours of mandatory continuing education. In Illinois, the legislature enacted a system of mandatory CME from 1978-1984. From 1984-1985 the requirement was rescinded, and then, again, in 1985 a new law requiring mandatory CME for physician relicensure was passed. Although experience has shown that most physicians continue to learn without the need for a legislative mandate, the presence of such requirements does serve as an incentive to learn, albeit a negative one.

3. Staff

At the local level, the organizational structure for developing educational programs centers around the CME planning committee. This group is representative of the clinical specialties found in the hospital and has the responsibility of approving individual activities conducted in the hospital for appropriate credit. In support of the committee there is usually a part-time or full-time

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secretary to handle the agendas, minutes, and files of the committee meetings, as well as the necessary documentation for the individual learning activities which are reviewed and approved by the committee. Without this type of staffing the continuing medical education efforts of any institution or organization would be seriously handicapped.

As mentioned earlier, some CME programs have the advantage of the services of an educational professional, either at the masters or doctoral level. This type of individual is able to assist the medical professionals by organizing their learning needs and interests into educationally sound learning experiences. This type of assistance is usually not available, however, to the smaller CME programs due to the types of economic constraints usually faced by less endowed organizations.

At the state medical society level in Illinois, continuing education and accreditation are coordinated through the efforts of several committees and councils with appropriate staff support. The intrastate accreditation of the nearly seventy CME sponsors across the state is managed by the Committee on CME Accreditation. This group of physicians, appointed by the Chairman of the Board of the society, reviews applications for initial and continued accreditation status as well as the reports from surveyors who perform on-site inspections at the sponsors' locales. Based on this information, the committee then makes judgments on each sponsor's accreditation. Possible

decisions include "full accreditation" for a period of four years, "provisional accreditation" normally reserved for initial applicants for a period of two years, "probationary accreditation" for one year, and "nonaccreditation" which removes sponsors from an accredited status.

The organizational component primarily responsible for dealing with educational issues outside of accreditation including the approval and presentation of educational programs under the auspices of the society is the Council on Education and Manpower. A subcommittee of this group, the Committee on CME Activities, is specifically responsible for overseeing the learning activities conducted by the society. Because the activities of the Committee on Accreditation and these other two groups are quite different in their purpose, the two areas are kept distinct in the overall organizational structure. The staff who provide support to these groups, however, are the same. The staff is comprised of a director of educational and medical services, an assistant director with a masters in education, a program activities coordinator, and two secretaries. Also working with the staff is a part-time consultant in continuing medical education with a doctorate in adult education.

The teams of physicians and medical educators who perform the on-site surveys for accreditation purposes are drawn from a pool of approximately 40 experienced surveyors whose backgrounds include being chairmen or committee members of their own local CME program or individuals who

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are on the faculty or administration of medical schools. In addition to the two surveyors chosen to conduct each site visit, the educational consultant or assistant director usually are present for each visit to coordinate the arrangements and serve as a technical resource to the official surveyors.

4. Finances

The financial arrangements for conducting CME in Illinois are quite varied depending on the individual sponsor. Recent federal regulations concerning Medicare payments to hospitals have placed most patient care institutions in a situation of decreasing monetary resources. In some cases, educational activities of the hospitals have been assigned lower priority because of these economic pressures, and the available funding for CME has been significantly curtailed. In other cases, the dues of the medical staff have been contributed to the CME program and provide necessary supplements to the hospital's backing.

Support from the hospital usually takes the form of outright financial backing for things such as the purchase of equipment, payment of speaker honoraria and travel costs, and maintenance of a library. The support also takes the form of indirect backing in such things as contributing room space, refreshments from the hospital, and secretarial service.

Another source of funding for local CME comes from pharmaceutical companies which offer speakers to hospitals

at no charge to give presentations on topics of interest to the medical staff. In compensation for this type of backing, the companies receive recognition from the institution, thus promoting each firm's advertising efforts.

Depending on the financial status of the hospital and the CME program, the physician planner or committee chairman may be a paid employee or non-paid volunteer, Again, depending on individual circumstances, the planner or chairman may devote as few as two or three hours per week or as many as twenty to forty hours per week in the planning and administration of the hospital-wide CME program. Those individuals who have close to a full-time commitment usually have other educational duties with respect to residency programs conducted at the hospital or staff development training.

The majority of hospital CME programs require no tuition or registration fees for individual learning activities, especially for those physicians who are on the medical staff of that institution. Sometimes, extended programs of one or more days duration will necessitate a modest fee to help defray expenses, but this is the exceptional case. For this reason, tuition fees normally play an insignificant role in the financing of a local CME program.

5. Facilities

Most every community hospital has at least one meeting or conference room which is used for departmental business

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meetings and educational convocations of one kind or another. Standard audio-visual materials available at even the smallest of CME programs include a 35 millimeter projector, x-ray viewing screen, and chalkboard or flipchart with easel. Beyond this, larger programs have entire conference wings attached to the hospital with numerous classrooms and state-of-the-art audio-visual aids and learning technology such as video cassette recorders, computers and large screen television monitors.

Convenient and inexpensive photocopying facilities are available in most hospitals to facilitate individual study or to provide handouts for group activities. More and more hospital libraries have access to computerized literature searches and networks of interlibrary loans.

With respect to human resources, the faculty for most local CME programs are drawn from the ranks of the hospital's own medical staff with the remainder usually coming from nearby medical schools. Many medical staffs are pleasantly surprised to find just how much of a wealth they have in local talent for conducting their CME. Very often the qualified members of their own staff serving as faculty have a clearer perception of the specific learning needs of that particular audience as opposed to the outside expert who comes to the learning activity without knowledge of the local situation.

E. Evolution

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Formal accreditation of continuing medical education programs in Illinois began in the 1960s as the need was perceived that continuing education for physicians would benefit from a standardization process that was monitored and regulated within the profession itself. In the following years the national accreditation process was spearheaded by the American Medical Association and later the Liaison Committee for Continuing Medical Education which was co-sponsored with the AMA and various other organizations concerned with medical and hospital education. In the early 1980s the Accreditation Council for Continuing Medical Education was formed to replace the previous Liaison Committee and continues today to be the national CME accreditation authority.As part of this system, each of the state's medical societies serves as the intrastate accreditor of local CME sponsors.

Already in the 1960s the Illinois State Medical Society began formulating criteria and guidelines for purposes of accreditation which over the years became models for other state programs. In the 1970s the society worked with the state's medical schools to promote quality CME through an organization known as the Illinois Council on Continuing Medical Education. Through its efforts, a number of useful handbooks on planning CME were developed, workshops on educational techniques for physicians were presented, and an annual conference for CME planners was conducted.

In recent years the society has embarked on a new educational initiative to deal more directly with the educational needs of the grass-roots membership. This is seen as a natural extension of previous successful efforts to train CME educators and planners in appropriate teaching-learning methodologies.

F. Influences

The internal and external influences which affect continuing medical education are many and varied. As noted earlier, severe economic pressures being exerted nationally on medicine and hospitals pose a threat to the financial viability of local CME programs. Likewise, the growing malpractice crisis influences not only the curricular content of continuing medical education but the environment in which it is conducted. Efforts at the state level to mandate continuing education for physician relicensure may increase participation among some constituencies, but also serve as a negative motivating factor for those who see continuing professional education as a personal decision and a matter of commitment to one's patients and career.

Most successful physicians have long recognized the need for continuing their learning and seek out quality, accredited learning activities to fulfill this need. The growth of a professionally regulated system of accreditation, both at the state and national level, has challenged local sponsors to offer to physician-learners

diverse and relevant educational programming which can be measured by a common standard of excellence.

Following are citations to writings that provide more detail related to this case description:

Accreditation Council for Continuing Medical Education. Essentials and Guidelines for Accreditation of Sponsors of Continuing Medical Education. Lake Bluff, IL: Author, 1984.

Cervero, R. M. "A Factor Analytic Study of Physicians' Reasons for Participating in Continuing Education." Journal of Medical Education, 1981, 56, (January), 29-34.

Green, J. S., Grosswald, S. J., Suter, E. & Walthall, D. B. (Eds.). Continuing Education for the Health Professions. San Francisco: Jossey-Bass, 1984.

Houle, C. O. Continuing Learning in the Professions. San Francisco: Jossey-Bass, 1980.

Miller, G. E. "Continuing Education for What?" Journal of Medical Education, 1967, 42, 320-326.

Rosof, A. B., & Felch, W. C. (Eds.). Continuing Medical Education: A Primer. New York: Praeger, 1986.

41H/28

Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

   Name ALAN B. KNOX Phone number (608) 263-2937

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   Nation USA

2. Check whether this case is based on

   (X) an actual program

   ( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   CREDIT UNION STAFF DEVELOPMENT

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). C. WORKERS

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   ASSOCIATION

6. Basic characteristics of service area

   A. _____ geographic size (such as square miles or kilometers)

   B. _____ population (number of people living in area)

   C. _____ urban/rural (density of population)

   D. X nationwide

7. Year(s) covered by the case description 1986

41J/1

United States - C. Workers

CREDIT UNION STAFF DEVELOPMENT

A. Setting

In the United States and in some other countries, credit unions are a form of cooperative financial institution, similar to a bank or savings and loan association, in which members deposit savings and receive loans. A distinctive feature is that a local credit union is owned and governed by its members. Local credit unions in each state, establish and pay dues to state leagues, which in turn jointly own a national trade association. The national association conducts various educational activities for employees of local credit unions throughout the nation, including a substitute which emphasizes individualized plans of study.

This case covers various education and training activities for the workers who are employees of the local credit unions. This is an example of staff development by relatively small organizations with less than one or two hundred employees, with help by a national association. It is in contrast to large organizations that employ hundreds of thousands of workers. The four major sources of each educational activities are local credit unions, state leagues, the national associations, and all other continuing education providers which employees use with credit union encouragement or support. The

case emphasizes the supervisory and training role of the local credit union and the assisting role of the institute of the national association. The educational function of helping all categories of workers improve and advance is referred to as staff development, in-service training, and human resource development.

B. Outcomes

The intended outcomes of staff development includes benefits to individual workers, credit unions, and their members. Worker benefits include enhanced proficiency and career advancement. Examples of work related proficiencies include general orientation and communication, specific procedures for handling money and paperwork, management and supervision. Credit union benefits include improved staff performance, morale, stability, and match of people to jobs. Member benefits include effective and efficient credit union services. It is assumed that each worker has the main responsibility for learning and growth, but that the credit union, state league, and national association encourage and assist such efforts. The satisfaction of workers and supervisors with benefits of staff development is a very general type of evidence of achievement of desired outcomes. Such anecdotal evidence is seldom documented by rigorous impact evaluation studies.

C. Process

1. Planning - Some in-service staff development activities for managerial and non-managerial employees are planned at each level. The local credit union designates one staff member as responsible for staff development and training. The training officer, with advice and assistance from a training and development committee of staff members, proposes policies to the credit union board regarding encouragement, released time, and reimbursement for expenses, related to staff development activities. The training officer also arranges for orientation and development materials, meetings, and

supervisory assistance for all credit union staff. Some of these activities have planning committees. The training officer also provides information about educational activities provided by the state league and leagues in nearby states, along with training and development activities of the national association and other pertinent organizations.

The institute of the national association (in addition to many human resource development meetings, conferences and seminars) emphasizes individualized distance learning activities. Included in institute planning are the director, the director of human resource development to whom he reports, and the Executive Vice President of the association. In addition, about two meetings a year are held with executive directors and presidents of the state leagues. Other contributors to planning include training officers and managers of local credit unions, along with current and past participants in institute programs. In addition to formal planning committees, such people initiate suggestions, react to proposals, and individually discuss plans to strengthen staff development.

2. Methods - Typical instructional methods in local credit union staff development activities include reading materials, meetings, and on the job training or coaching. The training officer also encourages employees to participate in educational activities of state leagues, the national institute, and other providers. The educational methods used by the institute reflect its efforts to work with and assist local credit unions and state leagues, with activities best conducted nationally. Examples include a manual for use by local training officers, correspondence courses to guide individual study to prepare for national exams on content important for various credit union roles, television courses, and video tapes. The institute helps exchange of information among credit unions regarding effective staff development procedures and materials.

3. Improvement - There is very little systematic evaluation at local, state, or national levels. It is assumed that if there are problems, improvements will result from complaints, and that continued participation and support reflect satisfaction that the benefits of staff development activities exceed the costs. Special surveys sometimes include questions about suggested improvements. Association reports contain ------- financial trends and ideas that have implications for training. The Institute Director on professional development activities, such as reading and courses, suggest ideas and standards to use for program improvement.

4. Participation - There are various ways in which employees are encouraged to participate in staff development activities. Local credit unions are small enough that informal and formal communication is easy. Information in newsletters, individual memos, announcements at meetings, and orientation pamphlets supplement the main sources of encouragement, which are suggestions by supervisors and comments by past participants. The national institute depends mainly on direct mail to local credit union staff, and through the state leagues whose main continuing education activities are meetings. A communication audit by the institute director helped to identify ways to improve ------ procedures for institute programs. Frequent phone, mail, and personal contact with about one hundred local credit union training officers and employees contributes to needs assessment, planning, and encouraging participation.

D. Inputs

1. Participants - At all levels, staff development activities seek to serve all categories of people who work on behalf of local credit unions. This includes entry level staff, specialists, managers, and even volunteers on credit union boards and advisory committees.

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2. Needs - Information about ----- educational needs of credit union staff members come from many sources, and the training officer locally and the institute director nationally, along with their advisers, use their experience and judgement to select the needs they consider important enough for them to respond to. The local training officer receives requests for educational assistance from staff members, and recommendations from managers and supervisors. contacts with training personnel in other credit unions, state leagues, and the national association suggest widespread educational needs likely to be important in their credit union.

The institute director obtains information about educational needs from many sources. Included are participant suggestions, unsolicited letters and phone calls, formal input sessions with state leagues, discussion with faculty and staff associated with institute programs, conversations with association staff members, both individually and in staff meetings, and reading of newsletters and magazines. The latter sources help to identify trends and issues in the finance field that suggest emergent needs for staff development. The needs assessment process is a combination of formal and informal procedures, along with intuition form of experience.

3. Staff - In local credit unions, someone is designated as the training officer, there is secretarial assistance provided, and many of the managers and supervisors accept staff development as part of their administrative function. In the smaller credit unions, the training officer does so part time along with other personal department functions. In the largest credit unions, there may be several people full time on the training staff.

Nationally, there are nine people on the Institute staff and they work with the distance learning, home study correspondence courses, exams, and the small certificate program. In addition, there are other national association staff members concerned with human resource development who are heavily involved in arranging for meetings

4. Content - The subject matter content for staff developmental activities comes from many sources. In the local credit union training programs, position descriptions, orientation materials, and procedural guidelines for all types of jobs performed there, are a basic source of content. The types of jobs include secretaries, tellers, data processing specialists, first line supervisors, and specialists in marketing, loans, and investments. Local training officers also find packaged courses, scheduled seminars, video tapes, pamphlets, articles, and visual aids that cover relevant content. The staff members and outside consultants who conduct training sessions also suggest pertinent content. As staff development activities are offered each time, past content is reviewed and revisions made if more useful or up to date content is available.

Nationally, the topics which the institute covers has evolved as a result of information obtained through needs assessment and context analysis. contact with local credit unions and state leagues helps to identify especially effective and innovative staff development programs, and to disseminate them to other locations. National trends affecting the credit union field along with emerging issues addressed in association meetings and publications are also sources of content.

5. Finances - Financial support for local staff development activities includes both direct and indirect costs. Direct costs include salaries for training staff, office expense, consultant fees, and reimbursement for staff participation in outside educational activities. Indirect costs include overhead (in the form of contributions by top management and service departments such as accounting or marketing that are not charged to training), and the volumteer contributions made by credit union staff members who help plan and conduct staff development activities. When staff members participate

41J/7

in staff development activity, the costs related to them ----- so are charged to the staff members operating department. This is the main source of the money in the annual training budget. The average hourly pay for credit union staff members who conduct training activities is much less than for school teachers, mainly because much of it is contributed. The average hourly pay for outside consultants is somewhat more than for full time university professors. The training administrators and support staff receive income comparable to their counterparts in the personnel department. The typical secondary school headmaster typically receives about 120 percent as much income as the local credit union training officer.

Nationally, the institute has an annual budget that exceeds one million dollars. The remainder of the human resource development department which arranges many meetings is about twice as large. Institute programs emphasize independent or small group study locally. About one third of the institute budget is for video programs, and about one fifth is for publication of home study materials. Almost all of institute income is from fees paid by participants. This has allowed the institute to grow steadily during the seven years of its existence, because increasing fee income can be used to pay for increasing, costs, including planning and preparation money for new offerings. The salary of the institute director is comparable to other managers at the same level in the association, and a typical secondary school headmaster (principal) receives about 80 percent as much annual salary as the institute director.

6. Facilities - The main full time use of facilities at both local and national levels is for office space for training staff. Locally, there is part time use of credit union meeting rooms during off hours, and rented meeting rooms in motels and other organizations. Because the institute is engaged in distance education, this requires very little use of facilities.

Other - The institute mainly assists and backstops local credit union training and the staff development efforts of individual employees. This combined with being dependent on fee income makes the institute very responsible to learner demand and satisfaction.

E. Evaluation

Local credit unions have always had at least informal efforts to help staff members become more effective, largely as an aspect of effective supervision. Specialized training and education staff have focused on certain aspects of staff development such as orientation of entry level employees and of first time supervisors, and targeted assistance when there are rapid procedural changes, such as computerization of records. During the past decade, given the inordinate turbulance in the finance industry, there has been increasing attention to staff development to help employees at all levels deal with major changes.

The institute was initiated seven years ago by the current director. there has bee a steady increase in program participants, staff and budget during that period. The general policy has been to develop materials and program offerings to be used by other people, and not to provide face to face training sessions. The materials and services of the institute are in effect sold to individual staff members, to local credit unions, and to state leagues. During the seven years of the institute, there have been only minor shifts and adjustments, other than the steady increase to the current level of nine staff members and an annual budget exceeding one million dollars.

F. Influences

Some broad societal influences have helped the staff development function at local and national levels. Included are general national financial conditions during the past decade or two, including changes in practices and

policies of other financial institutions. Competition for able staff members, especially women who now go into a greater variety of jobs than was the case a decade or two ago, has also stimulated training and education activities in an effort to develop current staff to fill positions not easily filled by hiring from the outside. Technological changes, such as computerization of records, has also encouraged investment in training. A different type of positive influence is the evolution of the training and development field, as reflected in more experienced and prepared trainers available, and greater availability of materials, consultants, and outside human resource development and continuing education opportunities. This is reflected in the experience of the institute director, taking graduate courses about marketing and continuing education which have contributed useful ideas to his institute. A growing public image of adult continuing education and training as a widespread means of personal enrichment and occupational advancement has also helped stimulate employee interest in participation and management support of educational activities.

There are also some negative influences. Time and money for staff development are in competition with resources for other purposes. Not all top managers are committed to training and education as an investment. Some view it as a cost of doing business and as a form of recognition more than an investment in people. There is some bias in the association and field in favor of courses and conferences, and against self directed study, and local program backstopping, which depresses institute support. The heavy reliance on fee income, ----- "seed money" development dollars to generate new programs, which are paid for from institute income.

6. Other - The national association is connected with a world council of such trade associations. This results in a small amount of exchange of information and training materials among people engaged in staff development in various parts of the world. Listed below are some readings about training and education that employers and enterprises provide for their workers.

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415/11

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1. Person who prepared this case description

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   (X) an actual program

   ( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   Libraries and Literacy - TULSA

4. Write the type of program, from section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc.).

   A. Literacy

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinig).

   Library

6. Basic characteristics of service area

   A. _____ geographic size (such as square miles or kilometers)

   B. _____ population (number of people living in area)

   C. _____ urban/rural (density of population

   D. _____ nationwide

7. Year(s) covered by the case description 1986-87

41K/1

LIBRARIES AND ADULT LITERACY - TULSA

Introduction

This case describes the adult basic education and literacy function of a public library. In most public libraries in the United States, literacy education for adults is a very small part of the effort. Librarians believe in the importance of adult literacy, but many practical considerations discourage more than a token effort. Included are limited resources, competing priorities, difficulties attracting and serving low literate adults, and especially the existence of other organizations (such as the public schools and literacy volunteers) that conduct major programs to reduce adult illiteracy.

The existence of these other providers of adult basic education is a major influence on public libraries. Librarians who seek a major library role in literacy education are more likely to use collaborative ways to do so, than occurs for most educational programs for adults. This case describes a library with an unusually large literacy education effort. Program characteristics are mentioned, along with societal influences on the effort.

The case description is restricted to literacy education. Many other adult education programs and services of libraries for more highly educated adults are not described. Included are circulation of books and other materials for self-directed study by adults, readers advisory and reference service, book based discussion groups, and book reviews.

41K/2

Tulsa City-County Library System

Tulsa, Oklahoma

A. Setting

Characteristics of the Community and the Library

Tulsa County, Oklahoma, is an urban area of nearly one half-million residents located in the heart of Oklahoma. An ethnically diverse community, it has Black and Native American populations of approximately nine percent each, with smaller Hispanic and Asian populations. The library's services reflect attention to these groups. Major industries are oil-related, although the community has a diversity of industry and business. The county is home to the University of Tulsa and Oral Roberts University and is a medical center for the entire region with the medical facility at Oral Roberts University, the University of Oklahoma Medical School, and the Oklahoma Osteopathic College of Medicine and Surgery. Local estimates state that approximately 50,000 residents are functionally illiterate.

In asking library staff and community residents to describe Tulsa, a consensus emerges that it is a community that values education and thus values the library's contribution to the community. Tulsa is described as fast-paced and professional. Residents are community-minded; when they see a problem they try to solve it. Their commitment is reflected in a large volunteer base from which the library can draw for its literacy program.

The community offers literacy services primarily through volunteer literacy councils (the library's Literacy Volunteers of America group, a Laubach Council, and independent religiously affiliated programs) and the school district, which offers the adult basic education program (ABE). The literacy councils work primarily with two groups, those needing the skills necessary to enter an ABE program and high school graduates in need of literacy training; neither of these groups are eligible for the ABE program.

The library has an annual circulation of nearly two and a half million and an annual budget of over seven million. There are 13 service outlets, plus a bookmobile. The library reflects the city in its concern for solving community problems.

Historically, the Tulsa library has a reputation for high quality service, as evidenced by its national reputation. A tradition of outreach services for the hearing impaired, visually handicapped, and aged provides a precedent for the library's work in literacy education. Its efforts in adult programming include offering almost daily programs, usually in cooperation with other community groups. In addition, the library has developed a comprehensive information and referral service that includes service in support of the literacy program.

This library's orientation to reaching out to the community also is illustrated by its support from the business community and its willingness to offer assistance to new ventures. During the time of the case study visit, November 17-18, 1986, the library was providing space for a "BUY TULSA" operation, which encouraged local businesses and industries to purchase materials locally rather than outside the region. The library's sound relationship with the local media contributes toward keeping the library in the public view.

The library has a recent history of seeking alternative funding sources for its many activities. In addition to pursuing state and federal library grants, the library has, in the last few years, built a sizeable endowment from which special projects can be funded.

B. Outcomes

1. Goals

Based on the interviews with library administrative personnel, the library's commitment to literacy activities comes first from an underlying assumption that literacy services are another manifestation of the library's philosophy of outreach and involvement in the community. The staff's desire to define its educational mission broadly supports the continued development of the literacy program. The library staff initially recognized a gap in the community--not enough opportunity for the pre-ABE student and the high school graduate--and then proceeded, not to duplicate existing community services, but to supply a needed service. In short, the library is trying to meet the needs of an identified portion of their service population.

Underlying the philosophical orientation to outreach services is the realization that the library can build on its literacy program to garner increased support for the library. Related to this is a recognition of the quality of the volunteers working in the library's literacy effort. The literacy volunteers are drawn from the community leadership including many teachers who by choice are presently not working full-time in the school system; their involvement can be translated, through example, into general support for the library. In addition to individual community leader volunteers, the Junior League of Tulsa has designated the library's literacy program as a volunteer commitment for at least their fiscal year 1986-87.

2. Benefits

The evaluation of the program is based on statistics on the amount of participation in the program, predominately the number of tutors and the number of students. With the rapid growth of the program, collection of even these basic counts has been difficult. A more efficient record-keeping method is among the priorities of the newly-appointed literacy coordinator. At this point, increasing demand also is seen as an indicator of the success of the program.

In the student placement process, students are asked to define their immediate and long-range learning objectives; assessing the degree to which these are achieved is a future project for the literacy program.

D. Process and Inputs

The library has been involved in literacy education in a small way for many years. From 1977 until the mid-1980's, the library had periodic training sessions for tutors, and developed a core collection of materials for both tutors and adult new readers; these early years of literacy services reflect the personal interest on the part of a small number of staff people. When national attention began to focus on literacy, Tulsa residents demonstrated a growing interest in combating illiteracy and, likewise, interest in the library's nacent literacy program grew. In 1984, a separate literacy coordinator position was authorized. In spring 1985, approximately 120 tutor-student pairs were in the program, although there was a waiting list for tutors. The administration of the literacy program and most of its activities take place at the main library; however, branch libraries serve as sites for tutoring when the branches are more convenient sites for tutor and students to meet.

Currently, the Tulsa literacy program typifies the institution-based instructional model of library involvement in literacy. The program emphasizes provision of tutoring service to adults from within the library; it is an affiliate of the Literacy Volunteers of America. The library recruits and trains tutors, recruits and places students, and coordinates the volunteers in providing these services. In addition, the library also provides the more traditional collection development function by providing a diverse collection of print materials for the adult new reader. Already a general community information and referral center, the library acts as the central location for information on area literacy services. The model of information and referral present at Tulsa is reflected in the design of the literacy program. It emphasizes cooperation and referral to other literacy organizations. When appropriate, clients are referred to other groups and students are encouraged to participate in local ABE classes as their skills improve.

The program depends heavily on a skilled volunteer force for most of the initial interviews and placement of new learners. Training, while coordinated by the library, also depends on this volunteer group. Some of the key volunteer participants interviewed during the case study show a high level of expertise--all had a minimum of a bachelor's degree with experience in teaching and/or reading.

E. Evolution

Initially the library's involvement in literacy was an individual effort--one staff person believed the library should be involved in combating illiteracy, and that staff member worked within the library to get the library involved. The library administration responded to this initiative with support in terms of facilities, publicity, and literacy

collection development. As the program began to grow, the library administration shifted the emphasis of the literacy initiative toward an institution-wide effort. This included soliciting funding for the program, hiring staff, developing a publicity program, and providing space in the library for a volunteer tutor program.

Major growth for the library's literacy program came in the late summer and early fall of 1986, when the media in Tulsa took an active interest in the issue of literacy. As with other American Broadcasting Corporation (ABC) affiliates, the Tulsa ABC channel was planning a fall line-up of television events to publicize the problem of illiteracy. The library, with its already strong ties with the media, became a logical source for information on the problem and services in the community. However, a competing NBC station in Tulsa saw the potentially high level of interest in the issue and decided to offer an array of publicity and programming in August 1986, one month prior to the local ABC effort. The library figured prominently in that media effort as well.

As a result of this extensive media attention, sparked in part by media competition, all of the then literacy providers saw an increase of interest from potential tutors and students as well as from the business community. Instead of the previous pattern of one or two tutor training sessions at the library annually, the increased demand dictates on the average of two training sessions per month. In addition, efforts to place students increased, and the literacy program became one of the library's major outreach activities; approximately 80 students are interviewed each month.

As in the other case studies in public libraries, the library is seen as a logical and potentially primary participant in the fight against

illiteracy. This is atypical when compared to other social issues (such as general social welfare programming), and the participants in the program and the library staff see this as an additional rationale for involvement.

F. Influences

Program participants feel that the literacy program is gaining the library new users--not only adult new readers, but those who have heard more about the library because of the literacy press coverage. Public awareness that the library serves users with special needs has increased.

Similar to Weirton, West Virginia, Tulsa's literacy program incorporates collection development and instruction. In the future, these features will probably remain. The challenge, then, is assuring the continuance of the program and incorporating the literacy efforts within the library with other library adult services, and becoming more involved with the providing of services in support of other literacy programming throughout the Tulsa City-County community.

G. Other

The structure of the library's literacy program is still evolving. With the rapid growth of the number of students and tutors and the hiring of a new literacy coordinator, the library must determine the placement of this service in relation to its other library services, i.e., integrating the literacy program into the library's basic adult services or maintaining it as a specialized outreach service. Because volunteers are involved in the decision making regarding the literacy programming, developing a structure to incorporate this feature is necessary.

Tulsa

Summary - Following are some of the main societal influences on the library literacy education effort:

1. Positive
   a. Strong community commitment to betterment and education.
   b. Active providers of adult basic education.
   c. Library tradition of outreach and adult education.
   d. Total library commitment to literacy as part of mission.
   e. Concern about estimated 50,000 functionally illiterate adults in county.
   f. Willingness of volunteers (Jr. League) to assist literacy education.
   g. 1986 media attention to illiteracy.
   h. History of literacy education by library since 1977.
   i. General public interest in reducing illiteracy.
   j. Other ABE providers (school, literacy volunteers, Laubach Council, and independent religiously affiliated programs).
2. Negative
   a. Uncertainty about continuance of the literacy education effort.
   b. Competition for subsidy funds and support by other social programs.
   c. Some apathy about interest and ability of older adult illiterates to become literate.

41K/10

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41K/11

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2. Check whether this case is based on

   (X) an actual program

   ( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

   LIBRARIES AND LITERACY - WEIRTON

4. Write the type of program, from section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc.).

   LITERACY

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

   LIBRARY

6. Basic characteristics of service area

   A. City geographic size (such as square miles or kilometers)

   B. 25,000 population (number of people living in area)
   plus adjacent counties (total 72,200)

   C. Sm. city urban/rural (density of population

   D. nationwide

7. Year(s) covered by the case description 1986-87

41M/1

LIBRARIES AND ADULT LITERACY - WEIRTON

Introduction

This case describes the adult basic education and literacy function of a public library. In most public libraries in the United States, literacy education for adults is a very small part of the effort. Librarians believe in the importance of adult literacy, but many practical considerations discourage more than a token effort. Included are limited resources, competing priorities, difficulties attracting and serving low literate adults, and especially the existence of other organizations (such as the public schools and literacy volunteers) that conduct major programs to reduce adult illiteracy.

The existence of these other providers of adult basic education is a major influence on public libraries. Librarians who seek a major library role in literacy education are more likely to use collaborative ways to do so, than occurs for most educational programs for adults. This case describes a library with an unusually large literacy education effort. Program characteristics are mentioned, along with societal influences on the effort.

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41M/2

Mary H. Weir Public Library

Weirton, West Virginia

A. Setting

Weirton, West Virginia is a steel mill city of approximately 25,000 residents located near the Ohio River; it rests in the northern panhandle of the state, thus making residents of adjacent sections of Pennsylvania and Ohio close neighbors. Two West Virginia counties, Brooke and Hancock, use Weirton as their primary city; the two county population is approximately 72,200. Pittsburgh, Pennsylvania is 40 minutes from Weirton via expressway.

The key character of Weirton was cast in 1909 when Ernest Weir came to the area and founded the Weirton Steel Company. In 1982 the employees of Weirton Steel acquired the company through an employee stock ownership plan, the largest employee acquisition in history. The Weirton Steel Corporation is the largest manufacturing employer in West Virginia; some 8,000 employee-owners work for it. In the past five years, Weirton residents have dedicated their energies to diversifying the city's economic base by attracting many steel related industries to the area. The Weirton Chamber of Commerce describes the "Weirton Story" as follows" "It's a story which reveals a spirit that shines brilliantly in the blast furnace, in the marketplace, and in the homefires--a community whose residents are proving 'Working Together Works!'" At the time of the case study site visit, November 19-21, 1986, the "Weirton Story" came alive. The spirit which the Chamber of Commerce described was evident throughout the city.

The city is governed by a mayor, city manager, and city council. Local governance is also aided by a county administrator and a three member county commission. The residents are predominately Caucasian with around three (3)

percent of the community representing persons of Asian, Black, Hispanic and Native American origins. The community has a rich and varied ethnic heritage with Greek, Italian, German and other backgrounds represented. In about 12 percent of the population, a language other than English remains the primary language. Church, home, and maintenance of cultural identity are of central importance in Weirton.

Weirton residents have a ready access to a variety of post secondary educational institutions. The West Virginia Northern Community College is located in the city; it is a comprehensive two-year institution offering liberal arts, career education (notably nursing, business administration, culinary arts, computer and secretarial sciences and electronics), and community education short-term classes. Jefferson Technical College located in nearby Steubenville, Ohio is similar to West Virginia Northern Community College. Four (4) four-year schools are also located within 25 miles of Weirton: Bethany College, the University of Steubenville, West Virginia University Extension (both of which offer graduate degrees), and West Liberty State College. In Wheeling, West Virginia, Wheeling College's Master's in Business Administration program has proven useful to area residents.

B. 1. Outcomes

The library staff and supporters see the library as a natural partner in the task of supporting adults who strive to approach functional literacy. In responding to the question, "Why should the library be involved?" volunteer tutors, students and library staff gave the following types of answers:

"The library is an 'academic' setting without being a school."

"It is a comfortable site away from home."

"There are many materials available both for me and my tutor."

"Computer education is an important aspect of functional literacy and the library provides this education along with basic literacy."

2. Benefits

The library's evaluation strategies are not particularly sophisticated, but they are systematic and complete in terms of basic information. Data is collected quarterly and aggregated yearly. Data is kept in the following categories:

1) Number of new students
2) Number of "new" students still active after a year in program
3) Total number of students participating
4) How students come into the program; e.g., referred by self, family, other students, job service, etc.
5) Employment status of students
6) Last level of school completed upon entering program
7) Functional literacy level upon entering program
8) Achievement of students; e.g., improved basic skills, completed Laubach program; passed GED, obtained job or obtained better job, etc.
9) Reasons for leaving program; e.g., relocated, referred to other program, work schedule, etc.

C. Process

The Weir Library's literacy education services have clearly earned for it the descriptive phrase: full-service library. Through a combination of staff dedication to and focus on literacy education, community and state support, and skilled proposal writing with resultant funding, this library has created a truly exemplary adult literacy program. In addition to the library's designating approximately 11% of its budget in direct support of its adult literacy education activity, it has marshalled a great deal of volunteer hour contributions (726 hours in 1985 over and above literacy tutors' volunteer hours). Approximately 1000+ volunteer hours per year are contributed to the various aspects of the adult literacy program.

The adult literacy program is based upon two major activities; basic literacy through the Laubach program and computer literacy through Weirton Community Computer Communication Center established in part by a grant received from the Appalachian Regional Commission (ARC). The ARC grant allowed the library to purchase microcomputers, and basic education computer software, and to train staff and volunteers to use the equipment and software. The program has received additional support through the assignment of one or two VISTA volunteers by ACTION to make the availability of the library's program well known and to take active roles as literacy tutors and occasionally as literacy tutor trainers.

The library staff take an active role in both the Weirton Area Literacy Council and the West Virginia Adult Coalition of Literacy, by attending meetings and accepting committee assignments in order to increase public awareness of and access to their literacy services.

In addition to their participation in the testing of the NPRDL program, library staff prepared their own reading disk related to money management based upon the outcomes of their participation in the project.

D. Inputs

The public library, founded in 1958, is named for Mary H. Weir, the wife of Ernest Weir. The revenue for the period roughly covering October 1984 to September 1985 was approximately $707,900. The principal revenue source is local taxes which made up $379,543 of the total; $102,480 was state revenue and an additional $161,609 came from grant and gift funds, with a further source of $64,267 in contract funds from other libraries. (Weirton's library includes a member library in Chester, the Lynn Murray Memorial.)

The library staff has long been active in providing services to special clienteles. It provides special services to the deaf including employment of staff members capable of conversing in sign language. It maintains a special collection on deafness and provides TDY service. The collection, which includes materials in all formats, contains a 4,000 item film library and about 90,000 monographic and serial titles. Audiocassette books, records, videotapes and computer programs for use on a large number of public access microcomputers maintained by the library are key aspects of the collection. The collection also has an important component of high interest/low vocabulary books. The library cooperates closely with West Virginia Northern Community College, providing classroom space for courses needing access to computers. Through the library's bookmobile, services spread out to all of the 72,000+ residents of Brooke and Hancock Counties.

The staff of the library numbers 22, including three (3) professionals, three (3) paraprofessionals, and 16 clerical. A number of volunteers also aid in providing library services. The spirit of the community is readily evident in the library staff. The library plays a central part in many of the area's social services and the staff has been successful in obtaining grant funding to provide special services which aid in supplying the type of skilled/educated work force which is essential as Weirton attempts to diversify its economic base.

Examples of the library's successful grant activity include major grants from the Appalachian Regional Commission and through the Joint Training Project Act. The library has also been successful in obtaining grants to support its adult literacy program.

E. Evolution

Nearly 11,000 adults in the Weirton Public Library service area not able to read or write well enough to cope successfully with most everyday tasks. West Virginia has among the highest rates of illiteracy of any state; it is variously ranked with Louisiana as having the highest or second highest illiteracy rate in the nation.

As early as 1975 the staff of the Weir Library began to plan for the library's involvement in activities to combat illiteracy; the first library program, involving staff members and volunteer tutors using Laubach literacy materials began in 1977. The staff of the library, through the initial leadership of its director, began to identify adult literacy programming as a fundamental part of the library's educational role. While the library board was at first merely accepting of this activity, within several years of the founding of the program (no doubt supported by both the library staff's ability to attract a variety of outside funding for the program and the growing state and national awareness of the cost of illiteracy), board members became avid supporters of the library's involvement in adult literacy programming.

The library's general informational brochure lists the literacy program as one of its major services. A full-time coordinator for the literacy program is a library staff member. (This position has been variously funded by both grants and the local and state tax-supported library budget.)

F. Influences

The strength of the Weir Library's adult literacy program may result from a combination of the following factors:

1) obvious need for literacy training in the community with a population of 11,000+ indicated as having basic literacy needs;

2) program longevity;

3) consistent, sustained support in terms of basic staffing by qualified, committed staff, including assignment of a coordinator; and

4) ability to not only obtain funding, but to do so in such a way as the funds support continued and coordinated development of instructional materials and equipment to be used by the volunteer tutors;

5) interest of library directors and the library board throughout the life of the program.

In fiscal 1986 the Library received a grant through Title VI of the Library Services and Construction Act to create a series of three videocassette tapes for the purpose of disseminating information concerning the need for public library involvement in literacy programs. This project is being conducted in cooperation with the Weirton Steel Corporation.

The Mary H. Weir Public Library can be described as a full-service library in relation to adult literacy programming; that is, the library provides the full range of public library adult literacy programming roles including collection development, instruction, and services in support of literacy program. Further, within each of these roles, the library provides a breadth of services including, in the collection development area, the creation of computer software; in the area of instruction, the training of tutors; and in the area of support services, acting as a key participant in statewide multi-institutional literacy needs awareness programs.

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Weirton

Summary - Following are some of the main societal influences on the library literacy education effort:

1. Positive
   a. Acquisition of Weirton Steel by employees in 1982.
   b. Various local educational institutions.
   c. History of library services to special populations.
   d. Cooperation with community college.
   e. Past special grant funds to increase educational level to achieve economic development, including financial grants for literacy education.
   f. About 11,000 functionally illiterate adults in service area.
   g. History of literacy education effort since 1975.
   h. Library board support for literacy education.
   i. Contribution by volunteers (including VISTA).
   j. Computer materials for literacy education.
   k. Literacy coalition.
   l. Federal LSCA Title VI funds.
2. Negative
   a. Uncertainty about continued outside financial support for literacy education coordinator.
   b. Some community apathy about importance of literacy education.

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Face Sheet
World Perspective on Adult Education

Case coordinators should have this face sheet completed for each case description of a current or recent adult education program that is sent for compilation to Alan B. Knox, 264 Teacher Education Building, University of Wisconsin, 225 N. Mills Street, Madison, Wisconsin 53706, USA.

1. Person who prepared this case description

Name Alan B. Knox Phone number (608) 263-2937

Organization University of Wisconsin, 264 Teacher Education Bldg.

Street Address 225 N. Mills Street

City or Town Madison, State or Province Wisconsin 53706

Nation United States

2. Check whether this case is based on

(X) an actual program

( ) a composite based on general familiarity with such programs

3. Write a brief title or name of this program to use to refer to it

Helping Stock Brokers Cope with Stress

4. Write the type of program, from Section III of the project plan, in which the program best fits (such as A. Literacy, B. Agriculture, C. Workers, etc). E. Professional, Other

5. Type of organization with which the case program is associated (such as Ministry of Agriculture, local school, labor union, university, or clinic).

Enterprize, University

6. Basic characteristics of service area

A. _____ geographic size (such as square miles or kilometers)

B. _____ population (number of people living in area)

C. _____ urban/rural (density of population)

D. X nationwide

7. Year(s) covered by the case description 1987-88

World Perspective Case
E. Professional

HELPING STOCK BROKERS COPE WITH STRESS

A. SETTING

This case description reflects the initiative taken by a University research team interested in coping with stress. A decade of research on coping with stress alerted them to the unique opportunity for both public service and scholarship presented by the dramatic drop in the stock market in October, 1987. The case describes reactions to this societal event, including the early stages of planning an educational program for stock brokers and their families to help them cope with the event. The offer of assistance by the research team included a needs assessment study to help focus the educational activity.

October 10, 1987 will long be remembered as Black Monday by many, but especially by persons intimately involved with the investment business, specifically stock brokers and their families. On that day, the Dow Jones Industrial Average fell 508 points to 1738.74 in a one-day loss of 22.6% on record-shattering volume. This event and the days, weeks, and months following have created a great deal of uncertainty and stress for both customers and professionals in the investment field.

Although several government and industry groups have studied the reasons for this unusual occurrence there is not a consensus as to the triggering reason. Mr. John J. Phelan, Chairman of the New York Stock Exchange cites five factors that may have contributed to the fall in the market. These are the fact that the market had not undergone a large correction for five years; inflation fears; rising interest rates; the conflict with Iran; and the volatility caused by stock index options, index futures and programmed trading (Wall Street Journal, October 20, 1987).

Many people tend to compare the crash of 1987 to the market events of 1929. However, many experts see more differences than similarities. The present economy differs in many respects from that of 1929. One of the greatest factors at that time was the collapse of the banking system which can't happen now due to the safeguards provided by the Federal Deposit Insurance corporation. At the present time, buying stocks on margin is limited to 50% borrowed money as compared to 90% in 1929. Unemployment now stands at a 9-year low. The economy is still expanding and looks strong, so therefore a depression or even a severe recession is not anticipated. The Brady Commission observed that in the 1920's United States employment was more concentrated in cyclically sensitive areas as farming, mining and manufacturing. At the present time, less-cyclical government spending has nearly tripled to 32% from 11% of the U.S. economy in 1929. Both shifts leave the economy less vulnerable to sudden, violent swings. The October 19 market decline could be defined as a stressor event due to the changes, both economic and psychological, it has the potential of producing in the lives of the brokers and their families.

B. OUTCOMES

The investment firm has been in existence for many years, is a member of the New York Stock Exchange as well as other exchanges, and belongs to the National Association of Securities Dealers. They have 60 offices in many states and employ almost 700 (brokers). They provide a variety of financial services including stocks, bonds, mutual funds, retirement plans, annuities, and life insurance.

This firm takes its mission statement very seriously and the interest in their employees and their families is genuine. They are supportive through special counseling services for employees and their families, scholarships for

children of the employees, financial support through tuition reimbursement for continuing education courses, seminars and training sessions, strong commitment to community involvement and benevolent causes in all communities where they are located. The research group indicated a willingness to develop or to help the company's training staff to develop seminars, video tapes, and other materials for educational purposes, as well as to conduct a needs assessment.

C. PROCESS

1. Planning

The research team wrote the investment firm to inquire whether they would be interested in participating in the study. As a result of this letter, the team was contacted by the Chief Administrative Officer of the brokerage firm who wanted further information about the cost to the company as well as the time commitment required from the individual brokers and the staff in the home office. The firm was in a belt tightening mode so cost and use of already stretched personnel was very important to them. After further telephone negotiations the managing director presented the proposal to the Management Committee of the firm to assess their interest in such a project. Since the October 19th event they had received and turned down several requests for similar projects as well as offers from stress management firms to work with their personnel. The letter was referred to an Advisory Group for comment, approval of the proposal and to encourage their support if they approved. The Advisory Group is a group of branch managers, two from each region throughout the company who meet on a regular basis to discuss problems, concerns, and policies to be suggested to the top management. This committee, which tends to be a bit conservative, overwhelmingly endorsed the project and reacted with great enthusiasm and support.

The team's first contact within the company was the Vice President of Personnel who was very interested in the project and supportive. She provided

a general overview of the conditions, the top management's perception of the situation, and the desired outcomes from the project. She then referred the researchers to the training director and the assistant training director to discuss details and arrangements.

The training director was very resistant to the project and believed it was something that was not important, had been dumped on him by top management in a time when he was being asked to cut his budget and his staff. It was evident to the team that they had hit his first roadblock and one that must be overcome if we were going to be successful in this endeavor. The training director asked for reasons why he should be cooperative and what was in it for him. The team suggested a face to face meeting to discuss the issue with him. The training director had the opportunity to have input into what would be included in the project and was asked for suggestions based on his particular expertise since he had previously been an investment executive prior to taking his current position. The team was successful in convincing the training director to cooperate and by the end of a five-hour meeting he was involved and very enthusiastic about the project. He was convinced of its importance and value and was extremely supportive afterwards.

2. Methods

The research team agreed to work with the training director and his staff to develop materials on stress management and coping techniques to be used in training for the managers, for currently employed brokers, as well as those in training. These materials may take the form of printed documents as well as audio and video tapes. In addition, family oriented materials on the same subject probably in the form of video tapes will be developed which can be used in the home. The Dean was also asked to present special seminars for groups with special needs within the firm as well as presentations at national meetings of the industry.

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D. INPUTS

1. Participants

It seemed desirable to involve some people who were directly experiencing this crisis (i.e., brokers and the spouses). This included interviewing a local manager about the market crisis and what his experience had been and what he saw as signs of stress or change in his employees. He described a feeling of instability and shock and unreality on the part of the brokers particularly during the first few weeks. The customers were also shocked, and lost confidence in the market and in some cases were aggressive to their broker and blamed him/her for their losses. Due to the fact that the brokers receive no salary, and are paid on a straight commission basis, there was concern about financial well being as well as concern for the well being of their customers. There was also expression of concern about the climate for doing business in the coming months. The mamager expressed the opinion that those who had been in the business longer seemed to be doing better, but those who were new seemed to be struggling. There had also been an increase in complaints about fatigue, more absenteeism due to colds and flu, and an increase in consumption of coffee and aspirin.

Brokers are often described as entrepreneurial, competitive, strong willed and non-conforming. Many brokers have never done anything else and are ill prepared to change careers. This indeed is another stressor for them at this critical time.

Although there is no proven formula for becoming a successful broker, several characteristics are seen as helpful. First, and perhaps of utmost importance is excellent communication skills. Usually persons employed in this business have some previous sales experience. Some firms believe that advanced degrees can work against the broker because those with advanced

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degrees tend to think too much and a broker needs to be a doer.

Many brokers measure their worth by their increasing income so the great decline in income as a result of the crash of 1987 was likely to have a negative impact on their self esteem. Time is an important resource which needed to be considered.

2. Needs

The proposed needs assessment survey requested information from various categories of employees and their spouses regarding sources of and reactions to various types of stress, including the October 1987 market decline. The anticipated findings were designed to increase understanding of coping with stress and to focus educational activities to benefit employees, the firm, family members, and customers.

It was anticipated that the people to plan and conduct the educational programs would come from various sources. Included were company trainers and managers, University faculty members, and perhaps outside consultants.

4. Content

The potential educational content included ideas about ways people react to stressors and specific coping procedures. Discussion among participants would help participants internalize new ideas and gain commitment to strengthen their coping with stress.

5. Finances

It was assumed that most of the costs of any educational activities that were conducted would be paid for by the firm, as is the case for most other educational programs for employees.

E. EVOLUTION

In the brokerage firm there was general agreement on the part of brokers and management that they were going through a very unusual and stressful time,

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both personally and financially. There was awareness that stress was a problem but the extent and the areas in which this stress was greatest were unknown as well as the strengths the brokers and their families possessed to buffer these stresses and help them through this difficult time. Because some offices seemed to be doing better than others, there was curiosity with regard to whether the work environment and management style of the branch managers could make a difference in stress levels and the ability of the broker and his spouse/significant other to cope with stress.

During subsequent months, company interest in a needs assessment survey and educational programs on coping with stress declined and then increased.

F. INFLUENCES

Several influences encouraged educational activities on coping with stress. The greatest was the October 1987 event that so dramatically increased stress levels. Because brokers usually deal with fairly high levels of stress, their experience allowed them to interpret what was occurring quite well. Initial support from top management, the Vice President for Personnel and the Training Director were also positive influences.

Personnel shifts during subsequent months, and the delegation of responsibility for the proposed project to someone at a lower position in the firm and less interest in the project, was a negative influence that slowed progress. However, the most negative influence was cost cutting in the firm to deal with the financial problems created by the abrupt market decline. As often happens, training budgets are reduced early. The lack of recent precedent and of available programs on coping with stress were also negative influences, especially since private and internal concerns associated with program content make it difficult to accept help from outside providers.

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A WORLD PERSPECTIVE:
AN INTERNATIONAL COMPARATIVE ANALYSIS OF EDUCATIONAL PROGRAMS FOR ADULTS

Overview

During 1986-88, adult education scholars and practitioners from more than twenty nations throughout the world will cooperate on a cross-national adult education project. The purpose of the project is to understand the ways educational programs for adults function in society. Cross national similarities and differences will be analyzed and the results reported.

The overall project coordinator is Alan B. Knox, Professor of Adult Education, University of Wisconsin, USA. Working with Professor Knox on the project will be his wife, Linda Bock Knox, an experienced adult educator and writer, who will be helping with data collection and project coordination, and Professor Dušan Savićević, University of Belgrade, Yugoslavia, who will be helping with the comparative analysis.

In each of the nations included in this project an adult educator will serve as a coordinator for the preparation of case descriptions of educational programs for adults important in their nation. Types of programs might include: educational programs focused on literacy, agriculture, workers, continuing professional education, part-time secondary education completion, part-time higher education completion, health, family, leisure, citizen role, and underserved populations.

Each case study will describe the program in terms of its outcomes, process, inputs, past evolution, current influences, and how and why the program functions as it does in its national context. In addition to the comparative analysis and published report of case descriptions by Knox, Knox, and Savićević, each case coordinator will receive a complete set of case descriptions from other coordinators and will be encouraged to conduct their own analysis focused on implications for their own national setting and prepare their own reports. Copies of the project report and case descriptions will be sent to libraries and institutes around the world.

For additional information, contact:

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Madison, Wisconsin 53706, USA
Phone: (608) 263-2937

NOTE: The term adult education refers to all types of part-time and short-term formal, informal, and non-formal educational activities for all categories of adults about any subject matter content.

A. Purposes of project: to prepare a report that will enable adult educators around the world:
   1. appreciate the wide diversity of adult education programs regarding terminology, activities, and concepts.
   2. understand ways in which such programs function in the society in which they occur.
   3. analyze similarities and differences that can help us recognize options and learn from each other about conditions under which practices produce desirable results.

B. The basic method of the project is in two parts, descriptive and analytic.
   1. One adult educator in each nation participating in this project will serve as case coordinator for that nation. That coordinator may prepare all of the case descriptions of adult education programs for that nation or may cooperate with other people from that nation who may help do so. Prof. Alan Knox (University of Wisconsin, USA) has agreed to serve as overall project director. Each coordinator will arrange for preparation of short case descriptions of typical adult education programs in their nation. The case description will be based on familiarity with the type of program by the person who prepares the case, and may also be based on research or evaluation reports.
   2. Prof. Knox, Prof. Savićević, and other researchers interested in doing so, will conduct comparative analysis based on the case descriptions.
      a. Some of the analyses will be cross national, based on the set of case descriptions, such as literacy, of similar programs in various nations.
      b. Some of the analyses will be based on the set of case descriptions of all programs in one nation or a set of similar nations, and will emphasize programs within a national setting.
   3. The intent is to select nations and programs that are fairly representative, while recognizing that much will be omitted.
   4. The purpose of the guidelines for selection of widespread types of adult education programs and for preparation of case descriptions is to make possible comparative analysis without greatly influencing the conclusions that emerge from the comparative analysis.

Nations to be included - adult educators from about twenty nations have expressed interest in preparing case descriptions for this project. The nations are from all regions of the world [east and west, north and south, large and small]. Together they contain three quarters of the world's population and land area.

Selection of adult education programs for case description - If describing a typical or widespread program in a case that you prepare (or arrange for) in a given category does not reflect the great variation that actually occurs among programs in that category, two or more contrasting cases can be written in that category. All of the comparative analysis and interpretation that occurs subsequently depends on accurate and balanced case descriptions. Such valid cases depend on the detailed familiarity with the program and context by the person who writes the case.

Sections of each case description - Coordinators will arrange for a brief case description (10-20 double spaced pages) for the programs which the coordinator decides to submit. Each case description will be about a typical current or recent local adult education program such as one program coordinator might supervise, and which typically includes a number of teachers. (These cases should not describe either a single teaching episode or an entire national program.) For widespread national programs, select one or more local or regional examples that functions under the supervision of a coordinator. The purpose of the case description is to increase our insight and understanding of how the program functions in its societal context, and not to evaluate it. Special attention should be given to linkage that program staff provide between client systems of adult learners who are served and resource systems of experts and others who help to plan or conduct programs. We encourage you to prepare your case in such a way that if someone else were to do so independently for the same program, the result would be very similar.

Listed below are proposed categories of information for each case example, to facilitate comparative analysis. Each case may describe a typical specific instance, or may summarize average programs based on available information. Formal, informal, or non-formal educational programs may be included, and for each category listed below, a brief paragraph or two should provide a sufficient description and explanation of the essential characteristics of a typical program. Categories A, B, C, and D will constitute a descriptive portrayal of the program as a system.

A. Setting - Type and size of the provider organization, including the size and characteristics of the service area of program.

B. Outcomes
   1. Goals - Program goals, content and intended outcomes (Include the major stated objectives, the types of people and groups that influence goals, and the process of gaining agreement on these goals and objectives. Indicate the main societal benefit that the program tries to serve, such as assimilation of immigrants, increased agricultural production, or modernization of technology).
   2. Benefits - Evidence of actual program benefits to learners and others (based on evaluation findings or general impressions).

C. Process
   1. Planning - Program planning (including who conducts needs assessment and/or context analysis, and how they usually do so, along with other major planning arrangements, such as objectives and activities, and use of plans).
   2. Methods - Methods of teaching and learning (including main types of methods and materials for helping adults learn).

3. Improvement - Program improvement (including evaluation and improving the performance of program staff).
4. Participation - Encouraging participation and responsiveness to learners (including counseling and other ways to retain learners in programs).

D. Inputs - Numbers and characteristics of people and resources that are acquired for the program to function, along with the procedures to obtain them. For example:
   1. Participants (numbers and characteristics of learners or students and average number of hours spent in the program each week)
   2. Needs (indication that a problem or educational need existed that the program should address)
   3. Staff (number of full time equivalent administrators, teachers, discussion leaders, coordinators and other staff members)
   4. Content (major subject matter fields)
   5. Finances (money and in-kind support from any source)
      To describe general levels of financial support and expenditures for this program, estimate the total amount of annual financial and in-kind income and support that the program receives to cover all instructional and other direct program costs. (Do not include indirect costs.) Using that total budget level for the program as a base, compute and report the percentage of program income and support from government funds, fees paid by participants, and all other sources combined. Also, report the percentage of the total budget that is used to pay staff salary and wages.
   6. Facilities, equipment, materials
   7. Other (including feedback regarding outcomes that influence inputs and process)

E. Evolution - Brief history of major program trends to describe how this program started or evolved, and the major past influences that helped and that hindered its development.

F. Influences - Major current societal influences from the past few years and now that affect stability and change in the program's functioning and outcomes. (Examples could include: financial support, government policies, economic status or conditions, religious or social traditions, available volunteers and staff.) The influences could be local, regional, national, or international.
   1. Positive influences that help or contribute to the program's effectiveness or success.
   2. Negative influences that hinder or make it difficult for the program to be effective.

G. Other - Any other brief comments that help explain how and why the program functions as it does in its societal context. Illustrative comments could include clarification of important variables, indications how how the selected program differs from others of its type in your nation, opinions about widespread values and beliefs relevant to the program (description of important adult education staff roles), and your own perspective and interpretation of activities and meanings. Pertinent articles, reprints, statistics, and bibliographic citations that would clarify the program for readers are also welcomed.